

UNIVERSITY OF THE WESTERN CAPE

AN ASSESSMENT OF THE IMPLEMENTATION OF THE INTEGRATED DEVELOPMENT PLAN IN THE STELLENBOSCH MUNICIPALITY

BY

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DECLARATION

I, **Mogamad Sedick Crombie**, hereby declare that the work contained in this thesis is my own original work that I have not previously in its entirety or in part submitted it at any university for a degree.

SIGNED

M.S.Crombie

DATE:

day of October 2010



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DEDICATION

This thesis is dedicated to my parents, Toufiek and Zainoniesa Crombie for their love, care, inspiration and support over the years. I wish to thank them for instilling the morality and values which have prepared us for our roles in society.

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KEY WORDS

Planning

Stakeholder / Interest group

Capacity

Integrated Development planning

Commitment

Clients and Coalitions

Public/Community Participation

Communication

Context

Content



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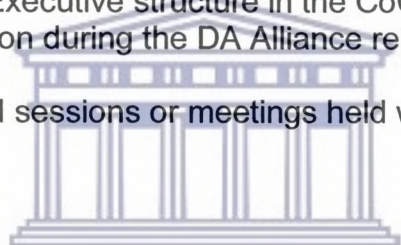
LIST OF ABBREVIATIONS

| | |
|----------------|--|
| ANC | African National Congress |
| ASGISA | Accelerated and Shared Growth Initiative in South Africa |
| CBD | Central Business District |
| CBO | Community Based Organisation |
| CEO | Chief Executive Officer |
| CFO | Chief Financial Officer |
| CoCT | City of Cape Town |
| Constitution | Constitution of the Republic of South Africa, Act 108 of 1996 |
| DA | Democratic Alliance |
| DBSA | Development Bank of Southern Africa |
| DEADP | Department of Environmental Affairs and Development Planning |
| DGDS | District Growth and Development Strategy |
| DPLG | Department of Provincial and Local Government |
| EE | Employment Equity |
| EIA | Environmental Impact Assessment |
| EPWP | Extended Public Works Programme |
| HR | Human Resources |
| I&AP's | Interested and Affected parties |
| IDP | Integrated Development Planning |
| IMATU | Integrated Municipal and Allied Trade Union |
| LED | Local Economic Development |
| LRA | Labour Relations Act |
| LUPO | Land Use Planning Ordinance |
| MM | Municipal Manager |
| MEC | Member of the Executive Committee / Provincial minister and part of the Provincial Legislature |
| MFMA | Municipal Finance Management Act |
| MLRA | Marine Living Resources Act |
| NEMA | National Environmental Management Act |
| NGO | Non Governmental Organisation |
| NSDP | National Spatial Development Perspective |
| PAJA | Promotion of Administrative Justice Act |
| PGDS | Provincial Growth and Development Strategy |
| PRC | Presidential Review Commission |
| RDP | Reconstruction and Development Programme |
| RUDNET | Rural Development Network |
| SAMWU | South African Municipal Workers' Union |
| SDA | Skills Development Act |
| SDF | Spatial Development Framework |
| SSSG | Stellenbosch Strategic Support Unit |
| TBVC countries | Transkei, Bophuthatswana, Venda, Ciskei. Homelands for black South Africans based on tribal origins under Nationalist government |

| | |
|-------|--|
| WB | World Bank |
| WC | Western Cape |
| WC024 | Stellenbosch Municipality |
| WCED | World Commission on Environment and Development |
| WCED | Western Cape Education department |
| WPTPS | White Paper on the Transformation of the Public Sector |

OTHER TERMINOLOGY USED IN THE THESIS:

| | |
|------------------|---|
| iKapa elihlumayo | Cape Town; A Home for All |
| iKwezi Team | Top Executive structure in the CoCT under MM Wallace Mqoqi during the ANC reign under Mayor Normaindia Mfeketo |
| Imbizo | Meeting by politicians held with communities to gain their input. |
| Legotla | Breakaway of decision makers to conduct a series of planning sessions |
| Maydon Team | Top Executive structure in the CoCT under MM Robert Maydon during the DA Alliance reign under Mayor Helen Zille |
| Plenary | Broad sessions or meetings held with stakeholders |



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ABSTRACT

This study focuses on the assessment of the Implementation of the Integrated Development Planning (IDP) process in Stellenbosch. The relevance of the study is to investigate whether the IDP process has delivered on the objectives of delivering effective and efficient service delivery to the communities who reside in the different towns within the municipal boundaries. The study will investigate against the policy implementation model of the 5-C Protocol plus communication whether service delivery has been conducted.

The primary objective has been to generate and develop options for the improvement of the implementation of the IDP in Stellenbosch. The research not only set out to cover whether service delivery was taking place, but also whether the planning and development of the IDP was moving in the right direction. This could mean that the way the IDP was planned probably needed to be revisited. This scenario has been put to different stakeholders in the interviews to gain their perspectives.

In order to make the assessment on the implementation of the IDP the study drew on the theoretical perspectives ascribed to the topic under investigation. The theory covered the areas of planning and different models for policy implementation. The 5-C Protocol (context, content, commitment, clients and coalitions, capacity) plus communication was used as the theoretical model to assess the implementation of the IDP in Stellenbosch. The 5 variables plus communication was adopted to assess whether the variables have been applied and accordingly an evaluation made about how the IDP implementation was conducted.

Stellenbosch municipality was used as the case study to assess whether the IDP has been successfully implemented according to the 5-C Protocol plus communication and whether this can be used as a model for future reference by other municipalities. An investigation was conducted on how the

municipality implemented the IDP; the fieldwork covered the context (political, social, economic and legal context), content (distributive, redistributive and regulatory use of resources), capacity (tangible and intangible resources), clients and coalitions (stakeholder engagement through public and community participation) plus communication.

The fieldwork during the study revealed a number of findings. This is discussed under the different variables of the 5-C Protocol. The variable of context has shown that the political scenario which plays itself out in the municipality has a substantial influence on the other contexts of economical, social and legal. The research found that the politics within the municipality has either stunted or contributed to the growth of especially the economical and social sectors within the Municipality in one or other respect. The content variable which focuses on distributive, redistributive and regulatory approaches by the Municipality has been found to be unrealised. The majority of the stakeholders which were engaged with felt that the distribution and redistribution of resources has not been achieved, especially to marginalised communities. Under the capacity variable (tangible and intangible resources) the study found that although the services to communities are continued to be supplied, there remains a specific lack of expertise and vacant posts within specific critical areas of service delivery. Coupled to this the Municipality did not adopt an approach of sourcing assistance from resident institutions and business in Stellenbosch which could assist in alleviating the situation.

The clients and coalitions variable found that different stakeholders who were interviewed came from the politicians, officials and communities / NGO / business sectors. The perspectives from the stakeholders in the study have proven to be substantially diverse. In cases where the politicians and officials agreed over an issue the study found the community / NGO or business sector were at odds with this opinion. In other cases the communities would have an opinion while business or NGO's would not readily agree with that specific opinion. The study also found that the other variables (especially communication) played a significant role on the variable of clients and

coalitions. The communication variable elicited a major response from the stakeholders from the marginalised communities. The study also found that there was little congruence in this variable (communication) between the officials and politicians on the one side and the other stakeholders on the other side. While the former felt that the Municipality was doing everything within its powers and available resources the communities especially felt that the approach and methodology were not effective and needed to be revisited.



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AN ASSESSMENT OF THE IMPLEMENTATION OF THE INTEGRATED DEVELOPMENT PLAN IN THE STELLENBOSCH MUNICIPALITY

CHAPTER ONE

INTRODUCTION

1.1 INTRODUCTION

The Integrated Development Planning (IDP) process is part of a number of mechanisms which the South African government has adopted to expedite service delivery in conjunction with key stakeholders. The process to ensure such delivery takes place has been legislated in a number of legislative pieces ranging from the South African Constitution, Act 108 of 1996 and the Municipal Systems Act, Act 32 of 2000 amongst others. Stakeholders from different sectors, communities and interest groups are encouraged to participate in the process. This would enable the levels of government and different organs of government to ensure that the projects they focus on and budget for are those which the communities really need and want to improve their standard of living and quality of life. This would ensure that the process of service delivery has been inclusive, representative and transparent.

The study will cover the broader arena of planning by exploring the principles of planning, different types of planning and the models for policy implementation. The IDP in the chosen case study of Stellenbosch will be assessed by a chosen policy implementation model and the different variables which make up the model will be applied to the process the municipality has followed. The results of the application of the theoretical model to the implementation method in the municipality will be submitted as findings. The research will then be providing recommendations and an analysis (SWOT) on how the municipality can improve the planning process in Stellenbosch within

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the context of the legislative framework. The study could be utilised as a benchmark for future reference and could help in alleviating a number of pitfalls for other municipalities.

1.2 PROBLEM STATEMENT

In order to understand the significance of a study such as this, one needs to understand the context of the research problem. **The research problem investigated in this study is that inadequate and insufficient knowledge exists amongst stakeholders to ensure the smooth implementation of the IDP in municipalities such as Stellenbosch. There are not enough lessons of successful IDP processes which have been implemented in municipalities across South Africa. If such examples were available it would have contributed to ensure municipalities such as Stellenbosch could have emulated such successes.** The broader context of transformation, as background, and as envisaged by the National Government have further impacted on this process.

The concept of IDP is not an area that has been part of the operational methodology of the pre-democratic governmental order, nor has it been part of a possible planning strategy envisaged by any government. In short, this type of planning has not been experienced before. It is thus, what could be described in layman's terms, as uncharted territory, with little experiences to be drawn from as a guiding mechanism for this methodology, and its application as envisaged within the local governmental sphere. The concept of planning has taken on new direction and a major paradigm shift where national government sought to bring in the concept of participatory governance, with specific roleplayers and interests being involved around aspects which influence their lives. Not only does this new envisaged methodology give effect to a number of new legislative processes and laws, it also gives effect to the Constitution of South Africa by calling for the principles of inclusiveness, representativeness and transparency from government, at all levels or spheres of authority.

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Note should be taken that a lack of experiences exist which can be drawn from and government in South Africa has been quietly paving the way, on the different levels of government, in introducing this method of operation. This has been evident on the level of local government, where the authorities have been (at what can be regarded as the coalface of society), interacting with local communities, organised business chambers, interested and affected parties (I&AP's), pressure groups, Community Based Organisations (CBO's), Non Governmental organisations (NGO's), lobby groups, special interests, social and environmental groups.

This interaction with stakeholders is even more evident within the context of the IDP process, where this principle of interaction is a major component. The scenario becomes even more acute when officials and bureaucrats who had been 'shielded' or had no interaction with such interests before, are expected to interact and avail themselves to their communities. The realignment of operational methodology has led to a new method of operation and was a culture shock to a vast number of officials who have not been exposed or equipped to deal with public participation. Officials were left feeling vulnerable and exposed being 'at the mercy of marauding hordes'. A definite easing in of the new system of operation was called for in order to deal with what were a culture shock and the anxieties which came with this new methodology.

Against this background the unique South African historical perspective of transformation of the civil service needs to be added. This was as a direct result of the past historical marginalisation of the major part (Black, African Coloured and Indian) of the South African population, whereby the civil service was earmarked for the white population group. This meant that government had to operate within the context of a new methodology of planning, but also be cognisant of the past legacy of Apartheid and to adopt remedial processes i.e. transformation to redress these inherited and inherent injustices.

A number of influences have been sketched which make the South African context of IDP implementation fairly unique. There is recognition that there

may be international lessons of experience which could be of help to South Africa in this context. The South African scenario of an existing IDP implemented success story with accompanying aspects such as, public participation, transparency, inclusiveness, transformation etc from which we can learn, is still very much elusive.

1.3 RESEARCH OBJECTIVES

The primary objective is to generate findings and develop recommendations that may be used for improvements for the implementation of IDP's in South Africa. The secondary aims of the study are to:

- 1 To conduct a review of available literature and theoretical frameworks. Develop a theoretical perspective on the integrated development planning process and focus on the area of transformation at local government level. Specific issues to be included in the IDP and transformation discussion are leadership and management, civil society interests and sectoral interests.
2. To investigate the legislative framework and policy context for the preparation and implementation of IDP's. Provide an overview of legislation and policies pertinent to planning and transformation on local government level through the White Paper, Integrated Development Planning (IDP), LED (Local Economic Development); amongst others.
3. To provide an overview, analyse and interpret different models which are applied to planning in the public sector. To choose one such model (5-C Protocol) this will be utilised to gauge the successes and failures of the practical implementation of the IDP.
4. To utilise a number of techniques in order to gauge and evaluate the context of the IDP in Stellenbosch. This will be done through interviews, sampling and observations. This will assist in exploring whether the participation by different stakeholders in the IDP process have taken place.

5. To apply the theoretical frameworks of planning to the Stellenbosch experience in order to draw recommendations and conclusions this could be used as a tool for future decision-making.

Other objectives which this research wishes to address and key amongst these are to capture the experiences which comes through a process such as this. This is a developmental issue and an area which has been chartered on a limited scope and the lessons learnt from this study can be utilised in a future context. Those institutions and governments which seek to adopt a new methodology to planning within the government sphere or levels can see this as a learning process in a National and International context. The study could become a benchmark and the lessons learnt could assist in ensuring the failures and challenges which come with such a process are not repeated, thereby ensuring a cost effective saving in terms of human and financial resources.

A further objective of the study is to show that the challenges which come with the research can be adopted for efficient bureaucratic practices and in effect lead to ownership by the communities to which it is applicable. This could mean that the new methodology is initiated from the pretext of a bottom-up approach and not a top-down approach, so that communities are part and parcel of the decisions which influence and affect their lives.

In addition, the study hopes to achieve the resultant objective of seeing bureaucrats adopting an interactive approach to their work environment and stakeholders. This could mean that they become more adept and informed about how their planning decisions affect the lives of those on whose behalf these decisions are taken. This is one of the more acute principles to this new methodology and would possibly take a greater amount of time to inculcate this new culture of operation amongst a number of local authorities where officials have been set in their ways.

1.4 LITERATURE REVIEW

1.4.1 General overview

The literature covered focuses on key areas and themes; definition of planning, the planning process, areas of transformation, participatory governance, sustainability in South Africa, Integrated Development Planning (IDP), sectoral interests; civil society; policy legislation; leadership and public management. These include perspectives from classical resources and contemporary sources. The literature review covers a wide spectrum and number of areas sourced from different authors, scholars and different schools of thought. These perspectives and sources were scrutinised to ensure that the appropriate data for this study are obtained. The different schools of thought which were utilised included historical, contemporary, authoritative, international and national.

In the literature review different schools of thought will focus on planning and the different areas such as Spatial planning, Apartheid planning, and Integrated Development Planning (IDP). Research into the work of International and South African authors has been resourced. These include the works of; Wissink, Fox and Schwella; Public Management (1991), Thornhill and Hanekom; The Public Sector Manager (1995), Waterston; Development Planning Lessons of Experience(1965), Mintzberg; Reconceiving Roles for Planning, Plans and Planners (1994) Brynard and Erasmus; Public Management and Administration (1995), Thompson and Strickland: Strategy Formulation and Implementation (1980). The legislative and policy perspective will be covered and will include the Constitution of the Republic of South Africa Act 108 of 1996, different Acts particular to this study such as; The White Paper on Local Government 1998, Local Government Municipal Systems Act, Act 32 of 2000, Local Government Municipal Finance Management Act, Act 56 of 2003, Local Government Municipal Demarcation Act, Act 27 of 1998, Local Government Municipal Structures Act, Act 117 of 1998, Local Government Transition Act, Act 209 of 1993, Municipal Property Rates Act, Act 6 of 2004 etc.

The literature utilised in the study cover different areas such as legislation, planning, models for policy implementation, transformation and a key focus on Integrated Development Planning (IDP). All the relevant sources which have been utilised have been critically evaluated and scrutinised. Research methodologies have further been engaged (Robert K.Yin, 1994: 1-3). Relevant literature covers the areas of planning, different areas of planning, principles of planning, different types of planning, models for implementing policy and the derivatives which sprout and are categorised within planning. The legislative context which is the framework for the IDP is covered in Chapter 3. The key legislative measure which is covered is the Municipal Systems Act, Act 32 of 2000 and forms the foundation for the Integrated Development Planning (IDP).

1.4.2 Literature review on key areas of the study

In covering the area of planning some of the earliest authors such as Waterston (1965:1) wrote that planning by itself does not have any clear identifiable meaning. In order to illustrate this context he quotes former Indian Prime Minister (1965:33/34) who said that planning was the experience which was gained through intelligence to utilise facts in order to solve problems. If Waterston's context is further followed then this will bring us to the area where planning is categorised by different adjectives such as town, strategic, budgetary etc and which will be covered in Chapter 2 of this study. In the writings of the Chinese general, Sun Tzu, The Art of War (1971:146) originally written 2400 years ago he stipulated that planning was the critical component in his strategy when he would go to the battlefield. The general would ensure that he made a detailed study of all the relevant factors which would enable him to confront and defeat an enemy. In the process he would study the enemy, the weather during the time of battle, ground on which the battles would take place, the armaments to be used and those used by the enemy etc. He would then only attack the enemy after all the appropriate knowledge was gained. This was some of the earliest cases of planning although not called planning at this time in history.

Cloete, (1978:27-29) argues that; planning does not happen without policy making. Accordingly he states that policy is a statement of intent, indicating the way to satisfying the needs of society, and consists of a set of processes which include the best course to achieve the stated objectives. Policy formulation in South Africa is a critical component in ensuring that the intended objectives are reached. Different government agencies dealing with service delivery has to follow clear and concise policies when executing their service delivery mandates to communities. Koontz, (1980:156) states that planning is the process which closes the gap between where we are to where we want to go. This is the path which is chartered for those who wish to ensure successful delivery of the stated objective. Fox et al, (Starling 1982:189) also put the focus on policy and states that policies are translated into a plan through the planning process where policy goals are specified as specific objectives to be attained. Rue and Fox, Schwella and Wiissink , (1990:47) write that; it is the decision which we take in advance and which tells us what to do, how, when and who is to do it. This gives us a real sense of what the planning process entails, in that it has a beginning and an end.

Planning has evolved over time and different contexts are sketched. Thornhill and Hanekom (1995:92) state that; since the earliest times when human beings cohabitated the need for services became a pressing need and over time as the group became bigger these needs increased. The more pressing needs gained precedence and had to be executed first. Bayes (1997:151) states that planning is the process of looking at objectives and to gauge which of these will be pursued in the future. This part is critical for levels of government in South Africa as the needs of communities are becoming more and more and also different departments within government compete for the same resources. In the context of the IDP we will find different communities necessarily expect that their needs will be given preference above those of others.

In Cloete (1978: 27-29), he states that; planning does not operate in a vacuum, but that policy making is just as important. This is a critical aspect in

the South African context and more so then in an area such as the IDP with the participative communities and their expectations. Thornhill and Hanekom, (1995:95), argue that; if the state intends to create an orderly environment for society it can do so by means of public institutions. Public institutions will be mandated by levels of government to ensure that the objectives which they have set are executed. These public institutions will then have to follow a set procedure to ensure they meet the objectives set. Government drafts policies, which are basically a set plan, to assist lower levels of government departments and agencies to reach the objectives. Policies take on the aspects of policy formulation, policy implementation and policy evaluation and monitoring. In Chapter 2 the study will further focus on different models for assessing whether policy has been executed.

In Cloete and Wissink, (2006:187) the authors discuss the bottoms up and top down approach to policy implementation. In the top down approach it is the decisionmakers who make the policies and accept the lower level officials will execute them. The bottom up approach was formulated as an alternative to the top down approach because of the criticism that the subordinates do not necessarily do as they are told. This would mean that policies are not being followed and implemented. Despite the criticisms a number of scholars have indicated that the two approaches can gain from each other as both give meaningful insight into policy implementation. In this model the focus of implementation was on the perspective of social and political change and which can rightfully be regarded as one of the earliest of the bottom-up models of implementation.

Another model and one of the earliest to policy implementation was that of Smith (1973), (Cloete and Wissink 2006:188) who declared that implementation was "a tension-generating focus in society". Social and political change was the key area to implementation in this model and can be construed as forerunner to for the bottom-up models of implementation. His model consisted of four components; idealised policy and the patterns of interactions, the target group which is expected to change its behaviour, implementing organisation's structure, leadership and capacity and

environmental factors. This model was known as the tension generating matrix

Another earlier model used comes from Van Meter and Van Horn (1975). The model identified problems of communication, capacity and implementer disposition as the major causes of non-implementation. Another earlier writer, Kaufman et al (1986) described policy implementation as the lack of knowledge by subordinates about what superiors want or they are not in a position to do what their superiors want or simply refuse to do what the superiors want. Edwards and Sharkansky (1978) utilised the top-down approach for their model and they identified four interacting factors which are obstacles to successful implementation. These were communication, resources, dispositions and bureaucratic structures. Mazmanian and Sabatier, (1981) also had a top-down approach to their model and they made three critical observations. These observations were policy making is an iterative process of formulation, implementation and reformulation, the focus should be on the attainment of stated policy goals and implementation can be viewed from different perspectives.

The last two models to policy implementation and which would be applicable to this study are the 5-C Protocol and the Strategic Triangle model of Mark Moore. The 5-C Protocol is encapsulated in De Coning, (2006:196). This model has as a focus the identification of certain critical variables which can shape the direction that policy implementation can take. In this model 5 critical variables (capacity, content, context, commitment, coalition of actors) are identified and linked with each other. A number of authors and scholars also add communication as a sixth variable and for the purpose of this study it will also be covered as a variable. Although we now identify the model as 5-C protocol it needs to note that communication is the sixth variable that is included. The part on the 5-C protocol study will be explained, by looking at how the 6 variables facilitate the policy implementation process, how they are interlinked and influence each other in an overlapping way. If the IDP in Stellenbosch is to be measured against these variables it would be interesting

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to assess what the implications were for the different stakeholders and whether the objectives have been met.

Moore, (1995:289) developed the Strategic Triangle model which, if utilised by public managers would assist them to have a rudimentary concept of an organisation. In this model he states that organisational strategy should be treated as; the overall mission or purpose of an organisation (in terms of important public values), offers an account of the sources of support and legitimacy that will be tapped to sustain society's commitment to the enterprise, and explains how the enterprise will have to be organised and operated to achieve the declared objectives. Moore argues that to develop a strategy for a public sector organisation, a manager needs to meet three broad tests. He expands on these tests in that the strategy has to be valuable, legitimate and politically sustainable and thirdly operationally and administratively feasible. He adds that should any of these tests be absent the existence of the organisation and the manager will be in serious doubt. This model could also be applied to the IDP in Stellenbosch in the context of these three tests.

This study will have to focus on one of the models in order to make an assessment of whether IDP policy has been implemented successfully within the Stellenbosch municipality. After having discussed the different models more fully in Chapter 2, the study utilised the 5-C Protocol as the desired model to utilise in the quest to assess whether the IDP has been successfully implemented, what the findings were and how this can be improved upon. The 5-C Protocol will be applied to the IDP of Stellenbosch in Chapter 4 while chapters 5 and 6 will give us the findings and recommendations of how this model has been applied. Chapter 3 will in addition also cover the legislative and policy context of the IDP.

1.5 RESEARCH METHODOLOGY

In order to execute the objectives of the study the methodology will include the use of available printed and documented sources of information on the subject

area as well as information from secondary sources. With the absence of substantial available information on IDP in the South African context, information on the experiences of municipalities which have embarked on these processes will be gauged and recorded. The methodology consisted of the following phases as listed below.

Phase 1 were conducted through qualitative and quantitative techniques. The study utilises both qualitative and quantitative techniques as a basis for the findings. In Masuku W.K (2006:4) he quotes Neurman, (2000:17); quantitative methodology is discussed as the enhancer of qualitative data, while qualitative data are data condensers, helping to see a clearer picture. National, provincial and municipal policies were examined to analyse how integrated development planning is implemented in contemporary South Africa and specifically in Stellenbosch.

Phase 2 included a theoretical assessment of the available literature and the selection of the appropriate. A wide array of literature on the different areas of the study were scrutinised and assessed. The literature were then utilised in the study for the different areas under research. It includes the research design. The municipal officials and the IDP office has been instrumental in supplying appropriate and relevant information on the application of the IDP in Stellenbosch in the form of printed and cassette disc format.

Phase 3 focussed on the fieldwork and the case methodology centred on interviews, sampling of the focus groups. The field exercise consisted of interviews and questionnaires, held with specific officials, civil society, councillors, sectoral interests and individuals, chosen at random, and who is part of the IDP process in Stellenbosch. The results of these interviews make up a substantial part of the research. A series of structured open and closed ended questions were posed and answered. This was done through personal interviews of identified stakeholders within the confines of the Stellenbosch municipality. The study intended to conduct interviews with a broad spectrum of stakeholders from different sectors. These were to include those from the municipality; councillors and officials, community, business sector, NGO's and

CBO's. The purported interviews were influenced by a number of factors which included availability of interviewees, not being in a position or having a mandate to engage in the study, non arrival for set interviews, refusing to participate etc.

Phase 4 was the case development and conducted through interviews utilising the following techniques: Random sampling; Observation; Focus group interviews; Interviews were based on qualitative evaluations and based on a specific timeframe. These included the immediate phase in time that the IDP was implemented or the preliminary phase of IDP based planning. The literature, methodology and theoretical perspective of R.K. Yin, Berkely, Brynard and Erasmus, Schütte, Schwella and Fitzgerald were utilised in covering the interviews. Some officials and politicians afforded the researcher the opportunity to observe them in their work. The researcher was also employed by the municipality at different times on a consultancy basis. This presented the opportunity to observe and assess first hand the process.

Phase 5 included conducting of the actual interviews. The results of the interviews were conducted with identified officials, politicians, individuals and organisations involved in the IDP process. A number of observations need to be made about the fieldwork. The researcher set out to conduct the fieldwork with as broad a spectrum of stakeholders as possible. Eighteen respondents were identified and they came from a cross spectrum of stakeholders. The approval to interview the politicians and officials as respondents was first sought from the municipality. The respondents were also approached beforehand on their availability and their willingness to participate and were supplied with the questionnaires upfront through electronic format or personal delivery to their offices. Eighteen interviewees (18) agreed to assist in filling in the questionnaires. There were also certain respondents who preferred to conduct their questionnaires in interview format with the researcher.

The 18 interviewees included the following individuals and interests: Municipal IDP Manager and Strategic Programmes; Social Development Services, Councillor Support; Municipal Manager (or available official); Official from the

Property department; Finance – Chief Financial Officer (CFO) or available official in the department; LED officials; Councillors from different political parties; Individuals from Civil Society; Sectoral interests who participated in the plenary processes and Community Based organisations (CBO's) and Non Governmental Sector (NGO's). The fieldwork results were often impacted upon in some instances by the availability, accessibility and general hospitability of the interviewees, non arrival for set interviews or non return of completed questionnaires. This also determined many times the success of the fieldwork and findings. Breweton and Millward, 2001:69 and Gronhaug, 2002:100) stipulated that different other techniques such as questionnaires and observations can be further adopted to enhance the interview technique. The study has adopted the technique of a questionnaire to gain further insight in assessing the implementation of the IDP and also utilised observations during his working association at the Municipality to glean information on the process.

Phase 6 include the interviews which will be the analysis and synthesis of the fieldwork results and the findings. The results of the interviews will be summarised in Chapter 5 and this will be done according to the different variables as identified in the chosen policy implementation model. The research experiences were recorded and then translated into recommendations on specific areas which came out of the interviews and observations and which the municipality could address in the short and medium term. The recommendations in Chapter 6 based on the findings of the fieldwork and interviews with stakeholders. A number of critical challenges were recorded and discussed. The whole context of this application and process of implementing the IDP in Stellenbosch will form part of the study and will be presented as a case study in Chapter 4. The study will include research findings and fieldwork in Chapter 5 and conclusions and recommendations in Chapter 6. The last Chapter will be presented as a measure and list the learnings which could be a benchmark utilised by other local authorities in their process of conducting their IDP process.

1.6 SIGNIFICANCE OF THE STUDY

The area of planning was historically done by the bureaucracy within government. This gave the authority to those who were tasked with ensuring that the policies and mandates of politicians, who had won the elections and gained political power, will be executed. Bureaucrats or officials quite diligently and often with impunity went about their work. There was very little political oversight and officials were seldom held accountable.

The political figureheads in the pre-democratic era (pre 1994) and especially at local municipal level were basically filling a position on a part-time basis, holding a fulltime employment position and using his/her spare-time fulfilling the position of a councillor. As they did not occupy the position fulltime, they left it to the officials to ensure the daily execution of local public affairs. Town clerks (now municipal managers) held sway and often allocated more resources to areas they perceived as more deserving, of their own accord. This situation changed dramatically after 1994 and the position of councillor necessitated a fulltime commitment which translated in a new occupation, backed by greater financial remuneration. Officials were now not solely in charge of executing political decisions, but now had the fulltime presence of the political portfolio head present on a daily basis. This influenced officials' daily programme specifically in the area of planning.

The study is further significant in that it could assure politicians greater capacity. Political representatives would wish to ensure and secure their own continuous re-election to Council and this would lead to added pressure on officials to ensure the specific deliverables which would gain the approval and support of the electorate. This context would obviously put greater significance on processes such as the IDP which is delivery and development orientated. The participation and involvement of role players, who could assure the councillors' political survival, were the first priority and measures such as the IDP had to appease and satisfy these constituencies. The significance of a study such as this became more acute as this would help different stakeholders ensure the maximum benefit in terms of effective and

efficient service delivery. A blueprint to service delivery would assist all stakeholders, least of all the political decisionmakers. A successful blueprint would further add to the significance in that there would be an assurance of less human and financial resources.

There is a further significance in such a study as the process of public participation is a fairly new phenomenon and a major component of the IDP. The new democratic order places a great emphasis on communities' input in decision - making and the area of participative government. The IDP has as one of its key requirements the participation of stakeholders. A successful participatory process in this context would be significant and could be emulated in other government initiatives. This study would further focus on having the findings and recommendations be utilised in a future comparative context or learning experience. A number of key learning experiences which could translate into major savings would attribute added significance to the study. The IDP is also an exciting new area and one which has a bearing on the direction the country is taking in the arena of service delivery. The study further allows for building blocks which can be utilised for future reference.

1.7 LIMITATIONS OF THE STUDY

The IDP process is a relatively new concept in South Africa and this may be one of the inhibitive factors of the study as the very context of the practical application has not been fully realised. The further absence of comparative IDP success stories in South Africa limits this study significantly in the sense of drawing on past experiences and in particular as benchmarks for successful implementation. Though literature around the various aspects of planning and development does exist, this does not necessarily point to Integrated Development Planning (IDP). There are, however, a number of publications although they solely reflect on the processes that different local authorities should embark upon in addressing the IDP. These publications just reiterate the process to be followed. William P. Browne (1980: 104-105) notes that information must be at the disposal of bureaucrats if a programme is to be made operational within the developmental stage. In the absence of such data

officials are at a disadvantage and cannot answer questions about programmatic costs and the likelihood of success.

Since a good deal of data is not new, its planning application is what varies from development to implementation. These two contrasting goals can lead to a disparity between what the bureaucrats promises to develop and what it ultimately provides (Browne 1980:105). There is a notable lack of expertise and experience which exists on the level of local authorities in a number of areas and also in so far as developmental planning is concerned. The IDP process is sometimes regarded as an ad on process and resides in one person. This was however not necessarily the case in Stellenbosch.

The study is further limited in that it is only applicable to Stellenbosch municipality. This may differ vastly from other municipalities in that this municipality has more resources in terms of human and financial which can be utilised to embark on such a process with less hindrances, while some other municipalities may need to access further resources from elsewhere. The study is also limited in the scope as interaction has only been possible in interviews and interaction with specific interest groups who have been canvassed for their input and who partook in the plenary processes. Different interest groups are loathe to give their input as they construe that this will be used to either point to success or failure on the municipality's side in implementing the IDP.

1.8 COMPOSITION OF THE STUDY

The study will be composed of a number of sections in chapters that would complement each other in relaying the context and information of integrated development planning within the South African perspective, leading to a practical case study.

In the First Chapter the reader will be introduced and given a background of the study. This chapter will give a complete overview of what the study entails the statement of the problem, research objectives, a literature review,

research methodology, limitations of the study and its significance, composition of the study and conclusion.

In the Second Chapter, a theoretical perspective and overview of different models (Strategic Model, 5-C Protocol plus communication, Top-down / Bottom-up) utilised in planning is discussed, the context of planning, different types of planning and the principles of Integrated development planning will be discussed. This Chapter will put into context the study under discussion

The Third Chapter covers the legislative framework and policies which are followed within government and in terms of public processes such as the IDP This chapter will give a background and overview of the lowest tier of government and also on the salient features of the IDP as well as the principles and significance of integrated development planning. The main purpose of this chapter is to demonstrate the legal context under which municipalities need to operate within the IDP context.

Chapter Four will give an overview of the Stellenbosch IDP under discussion. The background, historical context, steps which were followed in the case of Stellenbosch's IDP, the capacity of the municipality to execute and draw up its IDP and the principles which were adopted to ensure the IDP is successfully accepted by all roleplayers. The Stellenbosch IDP will be examined against the chosen model (5-C Protocol plus communication) and gauge what the results thereof are.

In Chapter Five the research findings and fieldwork results of comparing the theory of IDP's in Chapter 3 to the real situation as this is applied in the case of Stellenbosch municipality (Chapter 4) and look at the results of this. In this Chapter we will be relaying the research findings and fieldwork results of how the Stellenbosch IDP has compared to the 5-C Protocol plus communication, adopted the principles and legislative framework set up by National government. We will determine the outcomes of this in the Chapter.

The Sixth Chapter will provide the conclusions and recommendations which can be drawn from this study and these are based on the research findings and fieldwork results and which can then be used as a future reference for decision-makers.

The last aspect of this study will be the bibliography and questionnaire. The various literature used in the study will be listed and also the interview which were utilised to conduct the interviews with the relevant stakeholders who are/were involved in the areas covered by the study.

1.9 CONCLUSION

The relevant sources to embark on this study have been gleaned from different contexts, books, articles, the Stellenbosch municipality, officials, politicians and publications. Now that the sources have been researched and the research problem, research objectives, research methodology, the composition of the study and limitations of the study have been conveyed the study will focus on the next chapter. In the following chapter the theoretical perspective on planning will come into focus.



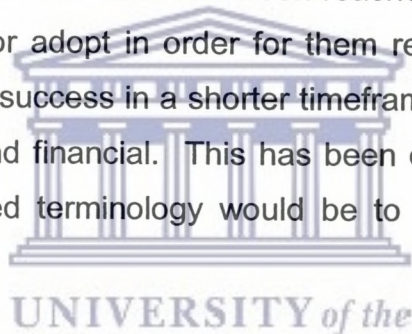
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CHAPTER 2

THEORETICAL PERSPECTIVE ON PLANNING

2.1 INTRODUCTION

The majority of activities one undertakes as an individual, collective or representation of the collective would in most instances entail the attainment of one or other end result. This result/s can come in different forms and guises, range in size and form, can be a physical entity or a service. This could point to the attainment of an education, the purchasing of a vehicle, building of a house, or simply achieving or striving to achieve a desired result. During such a process a methodology needs to exist which will encompass a set of steps or include a determinant which will ensure success or a result is reached. A predeterminant of what has been reached before and from which others can learn from or adopt in order for them reach the same or similar goal, thereby achieving success in a shorter timeframe and ensuring a saving in resources; human and financial. This has been described in many ways, but the most often used terminology would be to have a plan or process called, planning.



This Chapter will focus on the different theoretical perspectives of planning, different approaches to planning, context of planning, characteristics of planning, different types, planning aids and models in policy implementation.

2.2 DEFINITIONS OF PLANNING

Different authors and scholars have over time given definitions of planning. This would therefore mean it should be appropriate to note what the theoretical context of planning is; to be congruent at all times about what is being talked about when in discussion, to be able make appropriate comparisons, be focussed and be able to make contributions to its context.

The Oxford Dictionary (Fowler & Fowler 1964) defines planning, as the way of proceeding. This would indicate a declaration of doing most activities according to a plan or through a process of planning.

Taking the above context of planning a step further, will point to the combination of chartering the process or commencement, by embarking on a first move towards achieving a desired outcome. Hanekom and Thornhill (1986:30) state that government has to exercise a choice between alternative actions in order to obtain the highest degree of satisfaction for the biggest section of society and that the decisions taken ensure that the actions flowing from such decisions are rationally defensible. The activities engaged in the choice between alternatives are referred to as planning.

Communities have different goals, expectations, needs which they expect government to fulfil. In taking decisions to appease different stakeholders in the community there will be a necessity for the officials involved in such decisions to be knowledgeable of the nature of planning and also the goals of planning. The next step in assuring goals are attained is obviously to draft a specific route/chart or plan. The plan, or process also sometimes referred to as a map, and is the critical instrument which will ensure the achievement of the objective in the most cost effective and efficient or productive way. If this methodology is utilised, it would obviously save a lot of time, financial input, energy and other resources. Planning in the arena of the private sector utilises much more attention and resources through research to ensure that the objectives or goals are reached in the shortest timeframe available. In the public sector resources are limited and the programmes on which planning is applicable differ from programme to programme. Political decisionmakers would obviously be loathe to turn over funds to programmes which indicate little or no success.

There is a further need to research the origins of the planning process further and to have an understanding and be able to describe what is meant it and how it has become such an accepted term in the daily lexicon. The process of

planning has evolved to become a prevalent practice and become responsible for creating a whole new paradigm.

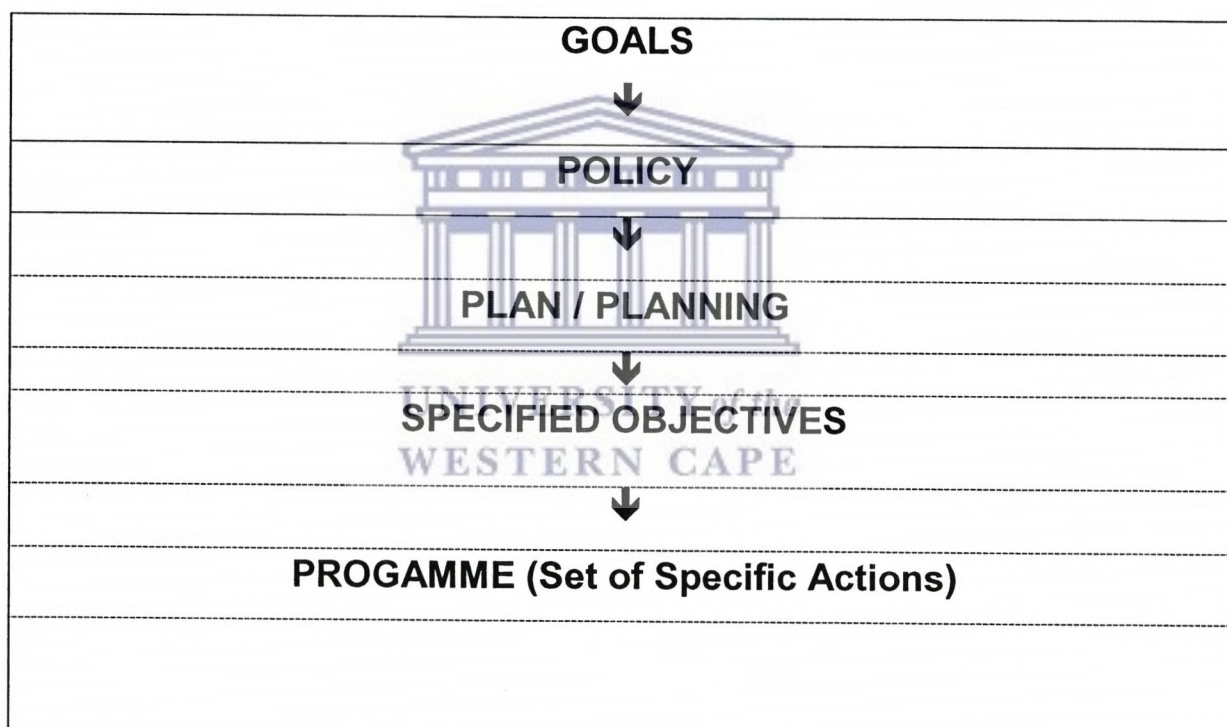
Fox, Schwella and Wissink (1990: 47) have captured the idea of planning as; deciding in advance what to do, how to do it, when to do it and who is to do it. In Koontz et al, (1980:156) Planning bridges the gap from where we are to where we want to go, and also in Cloete (1978:27-29); that planning has to follow after policy-making where policy constitutes a statement of an intention to satisfy societal need, a set of processes which must be carried out to find the best course of action which has been identified and described with the policy statement.

This statement appropriately describes the context wherein the South African government and in particular our public service finds itself. The clamouring demands for service delivery from the embattled and poverty stricken communities to government is for housing, water provision and electricity supply, while the most appropriate formula for such delivery is still being sought. This does not necessarily mean that government and the public service have not delivered on their mandate; on the contrary, there has been a marked increase in the number of previously disadvantaged communities who now live under better living conditions than was the case in the not too distant past. This does not however detract from the non-delivery of services where there is a major lack of expertise and project management skills and where the best course of action has not yet been identified and described.

That there is a dearth of skills to go with the attainment of the government's goals of delivering services to all is obvious, in this regard. This is not solely on the basis of experts who lack skills in engineering, accounting and management, but also on the basis of establishing a framework under which such services can be executed. In the public sphere this is commonly referred to as a policy. This then encapsulate the different areas of policy formulation, policy execution and policy monitoring and evaluation.

In Fox *et al* (Starling 1982:189) policy is further described as; a statement of goals and of the relative importance attached to each goal. These policies are translated into a plan by means of the planning process where policy goals are specified as specific objectives to be attained. A programme is a proposed set of specific actions intended to implement the plan given clear and direct goals, a policy to give effect to such goals and a plan to ensure that such goals will be attained. Graphically, the planning process would be conveyed as follows:

TABLE 2.1: ILLUSTRATION OF THE STEPS IN THE PLANNING PROCESS



In private enterprise or business 'time is money' and if the planning process is not well structured and adequately resourced it could lead to goals not being achieved and greater losses. Not wishing to be apologetic towards the public sector, one however needs to state that in the arena of the public domain the issue of planning becomes much more complicated. Here, the objective or goal of delivering a service is vastly different from that of the business world, which is geared towards the profit motive. This is further complicated when

consideration has to be given, that the public sector does not always possess the resources, financial and human that is taken as a given within the private sector, to achieve the same results. A number of key factors within the public context impinge on the effective and efficient delivery of the public sector objectives. There is a specified legal methodology, which comes with a myriad of specified procedures and processes that has to be taken into consideration.

For the purpose of this chapter the generic context of planning, the classical approach, planning during war times and in socialist countries, importance of planning, planning process will be discussed. The study then focuses on different types of planning and distinguishes between some of these. The focus will then be shifting towards a specific type of planning and specifically focus on the area of the IDP. There is also the need to utilise a method to assist in finding the most efficient way to determine and assess the effectiveness of the implementation of the IDP in Stellenbosch. In this context a number of models will be proffered to analyse whether the IDP has been successfully implemented. The chapter will first cover the arena of planning.

2.2.1 The Classical Approach to Planning

Waterston's (1965: 1) approach to planning is defined in different contexts in that he states that planning is an abstract concept and that it cannot stand by itself and if planning does stand alone there is no clearly identifiable meaning. Waterston quotes Skeoch, Smith & David C. (1965:1), Prime Minister Nehru of India, Nehru Jawarharlal (1965:33/34), who similarly defined it more simply and pragmatically that planning is the experience of intelligence to deal with facts and situations as they are and find a way to solve problems. In Thornhill and Hanekom (1995: 95) they state that Simon, Smithberg and Thompson in their 1948 :428-424 publication defined planning as follows, Planning in our sense, is that activity that concerns itself with proposals for the future, with the evaluation of alternative proposals and with the methods with which these proposals may be achieved.

In Thornhill and Hanekom ((1995:93) they comment on Grene (1969:31) who stated that Plato was probably one of the earliest philosophers to comment on planning where he denotes that the state is a combination of men that come together for the sake of living and continue to live well. The community's needs are thus satisfied through harmonious interaction where services are created. Plato was not the only early philosopher who spoke in this context, but similarly Aristotle and Rousseau emphasised the human being in the state. Mintzberg (1994: 7) notes that despite all the attention, the fact remains that the question; what is planning anyway? has never been properly answered – indeed, seldom seriously addressed – in planning's own literature. Mintzberg concludes this after scrutinising a number of authors' definitions of planning. He notes amongst these, Henri Fayol, a French mining chief and well-known behavioural scientist's work as well as the much renowned Chinese general Sun Tzu's writings in *The Art of War* (1971:146) which was originally written 2 400 years ago. A number of further contexts of planning in its definitive form are stipulated in Mintzberg's book (1994:7); To some people planning is future thinking, simply taking the future into account. It further noted that; planning is decision making and even that; planning is integrated decision making.

The subject and context of planning has been written about since the earliest centuries and similarly practised in equal measure, but despite this there still remains a measure of incongruence about the common understanding of what planning really entails. This does not mean that great confusion and total divergence on the process, definition and understanding, but rather that the definitive understanding at times tends to differ amongst scientist and theorists. Through all of this though, there seems to be agreement in equal measure that despite the different interpretations, as in the past the underlying context remains the same. This would thus be our next focus area to visit the context of planning.

In order to understand where the context of planning resides, the earliest focus or sources from where planning originated has to be investigated. Thornhill & Hanekom (1995: 92) indicate that, since human beings started

living together in groups, it has become necessary to undertake general services or services in the public interest on a communal basis... As communities grew in size their needs increased in complexity and in extent ... it became necessary to undertake services other than the mere provision of food in order to ensure the mere existence of the group ... The result was that only the most urgent needs had to be selected from a range of alternatives.

Deciding which alternatives to select, inevitably led to a situation of prioritisation whereby a regulatory group, institution or organisation would undertake to ensure that the collective will of the community be executed by a service provider, later known as the State. The provision of services to groups and communities, as stated above, was incremental in nature and became more acute over time, leading to a scenario where groups and communities started to compete and vie for the same resources to meet their needs. This placed a burden and extreme pressure on those who represented their group, tribe or sector to ensure that their interests were achieved. The available resources to meet the needs either remained stagnant or diminished while the needs increased. A number of critical factors such as population increases, influx to the urban areas or unfulfilled promises from public representatives had an influence on the fulfilment of public needs.

According to Thornhill / Hanekom et al (1995: 95); one of the earliest Greek philosophers, Plato probably had an identifiable influence on contemporary views regarding the state. It could be argued that the focus should be on planning and not the state, but Thornhill and Hanekom (1995: 95) indicate that; in order to enable the state to create an orderly environment within which society can operate by means of public institutions, comprehensive actions are required. As time went by, planning was developed as a public function through which the identified goals could be achieved in an orderly manner.

Against this background it can be argued that planning has congruence with the state where the one is indelibly dependent on the other. Aristotle did not merely view the state as an association of men with the purpose of ensuring development and a guarantee of life, but also an association for noble action

(Thornhill and Hanekom (1986:32). Planning is a critical factor in ensuring that the business of the state is enhanced and promoted, leading to effective execution of its mandate of servicing the needs of communities. The state is expected to utilise planning as a critical factor in delivering services to communities in an efficient and effective manner. The views on the state developed over several centuries and notable changes took place, the individual's position within the state shifted to greater emphasis. (Thornhill and Hanekom (1986:33)

2.2.2 Planning during war times

During times of war and specifically in the case of the Second World War, the importance of planning became a telling instrument. This was non more critical when translated into the number of lives which were at stake when possible attacks or strikes at enemy positions were in the offing. This meant that any operation had to be exquisitely initiated before an operation or attack could be executed. The absence of any meaningful planning could have led to loss of life, loss of morale, and boost the enemy's position. If prior planning was not conducted during any raid, a far greater risk would have had to be carried by the decisionmakers if they wished to ensure the success of any field operation. The numbers of those who would have been killed on the battlefield and the number of accompanying casualties would have been a major debilitating factor for maintaining the morale of those who were on the battlefield. Meticulous planning in this case needed to be the order of the day, as this not only determined victory or defeat, but also determined the number of lives which would be lost on the battlefield.

The significance of planning as a dynamic element during the time of war and especially during the Second World War has received prominent attention. In Waterston (1965: 3-4) states that, since the end of the Second World War, a considerable literature on development planning has accumulated. Although development planning is very young - it has been practiced on a continuous basis for little more than 35 years in the USSR, for less than 20 years in countries which started planning soon after World War II, and for much less

than a decade in most of the rest of the world-development planning has already acquired its orthodoxies and high priests.

Waterston (1965 10); stipulates that the United States and United Kingdom adopted centralised planning during World War II in much the same way as socialist countries do and to ensure control over the economy and which the populace would buy into. The process included ceiling prices on certain strategic items, subsidies for imports etc and which was essential in winning the war. In Fox et al (1990 47) this is described as National planning; where a government attempts to influence the national production process in terms of the amounts of goods and services that will be produced.

Authors have proclaimed the major impetus which planning has acquired after the Second World War, note should be taken that there were authors who followed this process. Although this was not classified as planning at the time, they wrote on the topic and they could maybe be construed as ahead of their time, the real pioneers in the field of planning. Mintzberg gives evidence in the writings of the Chinese general, Sun Tzu, (1971: 146) who 2400 years ago wrote extensively about how to use planning during warfare and in battle, ensuring an enemy is conquered.

Sun Tzu took every known factor into consideration when planning for battle; from the armour you would utilise, the circumstances under which you found yourself, the terrain, psyche of your enemy, their armaments, to the type of ground you would encounter when fighting and how to fight on such ground. In a fascinating manual entitled, 'The Art of War', he categorised all the known and different aspects of war, and he's writings are still widely used today, interpreted by soldiers and military strategists and acclaimed as a masterpiece in battlefield planning. Tzu's writings have been utilised over centuries by militarists and soldiers as a guide that can be used as an indicator of how to plan for a battle and achieve success in war.

2.2.3 Planning in socialist countries

Planning was not solely evident within the realm of the West, but also widely utilised in the Eastern bloc and especially socialist countries where Waterston (1965:4) states that; the official doctrine has been that rapid and balanced development could be carried out only through centralised plan formulation and execution. Thornhill and Hanekom (1986:33) stated that a new point of view on the political and social role of the state became a new paradigm and that socialism became much more prominent and influential in government activities well into the 20th century.

This perspective was practised in the former USSR (current Russia and some former Soviet states) China and Cuba. Countries which are governed by a royal (King or Queen) as well as those governed by dictators also adopt this socialistic approach to planning. The government bodies in such a state will accept the responsibility of achieving the socialist goals and utilise planning to achieve such community goals (Thornhill and Hanekom 1986:33). In many despotic states decisions would be formulated and executed through the whims and fancies of the ruler. There would be advisors who would be little more than a rubber stamp of what the despot would envisage. Little or no research would have been done to vindicate the feasibility of a project.

Waterston (1965: 4) indicates that; Amidst increasing indications that centralised decision making was seriously interfering with the ability of socialised enterprises to fulfil their plan targets...they were vigorously defended...the theory was good but the practice was bad. Practice had to be brought in line with theory...despite valiant efforts the system within the limits laid down by theory, planning problems multiplied.

The experience of socialism also has its roots firmly in former Eastern bloc countries under the Union of Socialist Soviet Republics (USSR) where the state played the critical role of an all encompassing decisionmaker. One of the key debilitating factors in these countries was the massive and overtly heavy bureaucracy which came with this system. Political office bearers sought to

pacify and ensure the loyalty of party followers. This situation led to cases of bureaucrats being involved in menial work and many were regarded as 'pencil pushers', merely filling in forms which did not contribute to any meaningful changes to the lives of citizens.

In Fox, Schwella and Wissink (1991:48), Thornhil and Hanekom (1979:44-46) refers to the debate between two authors around planning and the relevance within socialist countries. According to the views of one of the staunchest critics of socialism, FA von Hayek, planning was solely seen as a tool to attain socialist objectives, while usurping the democratic rights of the citizens. On the opposite end of this view, B Wooton argues that orderly production should be performed in co-operation with socialism and certain freedoms have to be sacrificed in order to ensure an orderly functioning of community life. These sacrifices accordingly would produce greater benefits. The reality of this has however taken place in most socialist countries.

2.3 CONTEXT OF PLANNING

2.3.1 The Importance of Planning

Despite different authors giving various definitions on how they translate planning and also the application of planning in different countries and different contexts. Planning has gained in importance over the years for the following reasons. In Fox et al a number of authors' reasons for the importance of planning are given. Amongst these include Koontz, *et al* (1980:170-171), Dressler (1982)505-508) and Berkeley (1984:322-323). The reasons compiled are as follow;

- Planning contributes to the effective handling of change. The public manager is assisted, through planning, to prepare and anticipate for change he might encounter. Situations vary and through planning the public manager can transcend such change.

- Planning provides direction. Planning provides the organisation with a sense of purpose. The information of what is to be achieved, by when and whose responsibility it will be to conduct the action is all part of the objectives of the organisation which planning focuses on.
- Planning provides opportunities for increased participation by interested parties in the organisation's activities. Unforeseen actions which could be done haphazardly and unorderedly are avoided. Planning allows for various options and possible results.
- Planning creates higher levels of predictability by offsetting uncertainty to a certain extent. Employees and citizens will be in a better position to know what is to be expected and will act in accordance with those guidelines of the planning process.
- Planning facilitates control by providing means to evaluate whether the activities are in congruence and conform to the standards which have been set and expected. Once the plan has been set, objectives and standards follow. This allows for the measurement of performance to be done in accordance with objectives and standards and should there be any deviations then it can be corrected.

2.3.2 The Planning Process

Planning does not operate in a vacuum, but is a process and include a number of steps. This would indicate that an organisation would not commence a process without being fully informed where and when it will end. A major investment, in terms of human and financial resources is often allocated to ensure the process reaches its desired result or objective. This would mean that a public organisation would be fully au fait with the outputs, as public monies or taxpayers funds are being utilised. In Fox *et al*, (1991:50), seven distinct steps are described according to which the planning process can be divided into;

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- Assessing the situation, means that public managers should be in constant engagement with their environment in order to make an assessment. Changes in the environment would allow the public manager the opportunity to change the course which the organisation takes
- Establishing objectives, according to Koontz *et al* (1980:173) objectives should specify the results expected and indicate what is to be done and where the primary emphasis is to be placed. Objectives provide a choice between different alternatives and it is further the ends to which all activity is directed. This would be quite appropriate in terms of the amount of needs which communities have and which municipalities have to choose from.
- Forecasting, according to Robbins (1980:146) is the looking toward the future, taking into consideration the present and past experiences. The experiences can be used to plan what the future will entail. Scenarios could be developed to predict what could possibly happen in the future. This would allow the municipality or public organisation the opportunity to allocate limited resources to projects which would have proved to be successful in the past.
- Determining alternative courses of action, means that in the event that a stated objective is not realised there should be an alternative course available to achieve such objective.
- Evaluating and selecting alternatives. In the event of a plan not being successfully implemented the public manger should have alternatives at his disposal from which he can choose and evaluate. Such evaluation should be done in terms of success, costs benefits and practical applicability.

- Implementing selected plans which include linking selected plans to budgets, programmes and control measures. In this instance budgets and programmes constitute and create measures and standards of control against which the organisation can meet whether progress has been forthcoming with the plan put forth.
- evaluating the progress of the plan in terms of the assessed needs, the stated objectives and the set control standards. According to Fox *et al* (191:54) evaluation consists of plotting progress against the standards of performance derived from the budget and or programme which is linked to the plan. There is also a need to assess progress against the real objectives as well as the operational standards.

The planning process, laid out above, gives the public manager a clear understanding of the objectives, how he needs to go about reaching these objectives and how to evaluate if such objectives have been reached.

Thornhill and Hanekom (1986:37) stipulate the following as the essential activities in the planning process:

- Determine the policy regarding the area which is to be planned. In this phase interested parties need to be consulted to identify community values
- Quantify the needs to be satisfied thorough planning actions. The same process of consultation with interested parties should ensue.
- Determine alternative means (planning) which could be utilised to give effect to policy decisions
- Present alternatives to chief official to establish the administrative implications of the proposals.

- Proposals evaluated by chief official and presented to the political office-bearer. The chief officials are to be consulted in this phase to determine administrative implications
- Plan presented to the political authority for approval. Consultation with prominent community leaders to establish the acceptability of the proposals
- Instructions from political authority to executive institutions to put plan into action
- Work programmes are drawn up and administrative arrangements are made to realise planning aims. Once this phase has been completed feedback can be fed back to policy determination.

Waterston (1965:9), also argues that all planning has common attributes and these include looking ahead, making choices, and where possible arrange for the future actions for attaining objectives follow fixed paths or, where this is impossible, set limits to the consequences which may arise from such action.

In light of the above we can now determine that when an individual, organisation or institution set out to achieve its objective, a set pattern or plan, is adopted whereby it hopes to achieve its objective, this approach would be systematically followed, the resources will be applied in order to reach the goal within a specified timeframe and in the most effective way. In the event that the plan did not yield the desired results after evaluation then an alternative will be looked for. Planning is the method utilised and followed by those within the Private, as well as the Public sector. Whatever the goal is; the transformation of the organisational structure, increase of organisational output in products or increase in profit margins, delivery of services, a methodology or route is followed whereby they hope to achieve this.

In Development Bank of South Africa (DBSA); Public Sector transformation in South Africa (1993:7) it is stated that; The need for public sector capacity for strategic policy-making and planning is clear given the primary point of

departure that the development situation must decide the appropriate policy framework for facilitating change.

The DBSA exemplified the need for planning during a time when it was embarking upon a process which would lead to the change of the organisational structure and methodology of operation. This was the process which was in line with the policy of transformation and in order for it materialise, a plan was needed before it could effect such change. A total waste of resources would have occurred if a change was to be effected without proper planning, especially in these times of rising expectations of people in South Africa who did not benefit under the previous political order. Rue and Bayes (1977: 151) define planning as: The process of deciding what objectives to pursue during future time period and what to do to achieve those objectives. This is the primary management function and is inherent in everything a manager does.

Lacking a proper focus on planning, it becomes difficult for any organisation or institution to focus on the tasks that need to be executed. In the absence of proper planning, whether it is in the public or private sector, could lead to constant reorganisation which affects the employee morale and quality of outputs. This boils down to firstly a reactive approach followed by a proactive approach and impacts on the organisational effectiveness and efficiency. The next focus is how planning is currently being typecast in the public and private spheres. Fox *et al* (191:47) argue that planning is the process which follows after policy making and where policy constitutes a statement of an intention to satisfy a societal need. Planning is a set of processes to find the best course of action which has been identified and described in the policy statement. Policies are translated into a plan through the planning process.

2.4 THE CHARACTERISTICS OF PLANNING

According to Hanekom and Thornhill (1986:34) they state that after scrutinising the different definitions of planning it can be derived that planning have the following characteristics;

- It is a process which constitutes a series of successive and related activities
- The planning activities are action-orientated
- As a starting point, alternative possible ways in which the identified goals may be reached are accepted
- It is a neutral aid that may be utilised for attaining a variety of ends

2.5 APPLICATIONS OF PLANNING

Planning is utilised by political decisionmakers for various reasons and aims. In Thornhill and Hanekom (1986:45) the authors state the following as goals; economic, regional, social, physical and comprehensive. In economic planning the premise was that communities' welfare would be coupled to economic growth. If communities had higher incomes this did not necessarily translate into happier communities. Economic planning is just one of the factors of community development. Regional planning on the other hand is mostly focused on the developmental of a specific region or municipality. In this instance development is in a particular area and is isolated, to the possible detriment of other areas. Social goal again has as focus only one facet of community life Thornhill and Hanekom (1986:46).

Social goals are multifaceted and are designed to meet the needs of the entire nation. Physical goals are focussing on the improvement of the physical environment and ensure that the natural resources are utilised in an orderly way Thornhill and Hanekom (1986:46). The physical goal is once again only one of a number of goals which are intertwined as an acceptable physical environment will not necessarily eliminate the social ill which may prevail

within society. Comprehensive goals on the other hand will only be possible if sufficient guarantees are in place that control measures for identifying deviations and rectifying such deviations are in place. In Fox *et al* (1991:47), indicate further that planning is further used in a public management context; national, development, physical or land-use context, management and budgeting planning context.

2.6 TYPES OF PLANNING

The following focus would essentially give us a clear distinction of some of the different types of planning as stated by different authors. We deal with the different types of planning on a daily basis and in order for us to get a better understanding of what some of these entails we will discuss it below.

2.6.1 Centralised versus Decentralised Planning

Centralised planning has as its major thrust the objective of ensuring that all decisions taken will be from a central perspective. In James March and Herbert (1976:229) argue that; Only by centralisation is government able to ensure that the actions of individuals would fit in with each other, and would also fit into the desired general pattern. In theory, therefore, the supreme planning body... should have been laid down in detail in the 'Grand Plan'. During the course of the Second World War the UK and United States both adopted a great measure of centralised planning, which controlled all economic activity and this was similar to that found in socialist countries (Waterston 1965:10). This was essential as the market was supplanted and did not determine the forces of demand and supply in a time when food resources and other strategic products were at a premium.

This would mean that all decisions are being taken from one centralised point and then devolved to lower levels of government or subsidiaries. During the tenure of President Mbeki there was a lot of comment, that with the key decision-making processes being taken in the highest office in the land, South Africa was a centralised state. There currently exists a portfolio in cabinet known as the Ministry of Planning, which coordinates the key identified

ministries for critical service delivery. Rondinelli, Nellis and Cheema (1984:1) argue that there are powerful political reasons for maintaining central control and intervention. They state that political leaders emphasise the primary importance of the public sector which provides positions in the civil service and parastatal institutions with which to reward loyal political followers. The South African context of cadre deployment, putting party members in key positions in the bureaucracy is evident of this. Cloete F and Makgoro J (1995:40) lists a number of factors which contributes to centralisation; intolerance of opposition, leadership and bureaucratic insecurity and inexperience, fear of creation of regional opponent power base, a know-all attitude and consequent impatience with citizen participation, corruption, favouritism and nepotism.

Despite pressures for increased centralised planning, a number of developing countries have opted to decentralise in terms of development planning and management Rondinelli, Nellis and Cheema (1984:2). IDP (discussed separately hereafter) is a form of Decentralised planning and is quite contrary to centralised planning. It focuses on the devolution, delegation of greater or wider powers to lower levels of government or authority. Rondinelli *et al* (1984:6) state that decentralisation is seen as a way of mobilising support for national development policies by making them better known at the local level. This would thus be appropriate and allude to how this is done in the South African context. In Mphaisa (2007:37); like all spheres of government, local government is autonomous, and the scope of operation was expanded so that local government should play a developmental role. The April 1994 elections and the subsequent nation-wide local government elections in November 1995/96 marked turning points in the history of local governance in South Africa. The focus shifted to defining and implementing a new integrated development framework to address inequality, poverty, social and economic deprivation at the local levels.

During the Apartheid era (pre-1994) local government was mainly concerned with low key functions such as cleaning of roads, libraries, clinics, cemeteries. The scope for this level of government increased dramatically after 1994.

Municipalities did not only receive wider mandates, but their financial capacity grew tremendously as funds allocated for them to assist with the coverage of greater responsibilities. Municipalities were not merely given more funding, but were also re-categorised as Category A, B and C municipalities according to the Municipal Structures Act. The new categorisation of local authorities brought with it a different degree of responsibilities and mandates in respect of the level at which the municipality found itself. Municipalities also had a new focus in respect of the intergovernmental cooperation within the three levels of government (National, provincial and local).

This relationship also needed to be revisited and adapted to cover the new cooperative relationship within which the different levels of government worked. According to Mphaisha (2007: 38); The three spheres of government are not independent of each other. They are dependent and interrelated yet functionally distinctive. Co-operative government seeks to achieve unity of vision, destiny and purpose and even as it recognises diversity of interest and opinion.

In this context we find that the IDP process is run in conjunction with other levels of government. In a number of instances local sphere of government will need funding from higher levels of government to achieve its objectives. A system of co-operative governance is one of the pillars of the South African constitutional order.

2.6.2 Economic and Strategic Planning

In the past few decades, the business community has found that in order to control its destiny in a changing political, economic and technological environment, needed more formalised planning. The type of comprehensive planning developed by business and keenly adopted in the public sphere, is known as strategic planning. Waterston (1965:9) states that one need to be prudent in the use of scarce resources at your disposal. Economic planning exists under a variety of political systems and its use is not limited to a particular kind of economy or society.

2.6.3 National Planning

National planning is a relatively young form of planning, although it has been practiced on a continuing basis for little more than 35 years in the former USSR, for less than 20 years in those countries which started to plan after World War II Waterston (1965:4). In Fox *et al* (1991:47) states that national planning is constituted by a situation where government attempts to influence the national production process in terms of the amounts and types of goods and services that will be produced. As already determined earlier, that this type of planning came to the fore during World War II where the governments dictated the supply of goods to ensure strategic industries stay afloat and the population are secured in terms of subsistence commodities like flour, wheat etc.

2.6.4 Budgetary Planning

Many organisations align their activities towards the amount of funds they have at their disposal. In Fox, Scwhella and Wissink (1991:47) argue that budgetary planning shows how the expected revenues in a particular period will be raised and spent. Budgetary planning has been adopted in both the public and private sectors. In the case of the public sector this type of planning is adopted by local authorities and Non-governmental organisations (NGO's) when planning activities. The disadvantage of this type of planning is that should a need arise that is not covered by the budget but proves to be quite important; it will not appear on record to be focussed on. Another area which occasionally crops up in local government and relayed by officials are unfunded mandates, whereby higher levels of government devolves certain functions to local authorities without the accompanying funding.

2.6.5 Short term and Longterm planning

Short-term plans usually cover a period of less than one year while those plans which exceed a timeframe of five years are considered long-term plans (Fox *et al* 1991:47). Long-term plans involve the fundamental redirection of

the ends and means of an organisation while short-term plans treat structure and strategy as inflexible. Fox states further that long-term plans in the public sector is redirection of the ends and means of the organisation that will be part of the policy-making process to be decided upon by the political office bearers after consultation with the public managers. Short-term plans would be classified as programmes and are the responsibility of the public managers.

2.6.6 Spatial, Regional and Town Planning

Spatial planning explores initiatives utilised to determine the use of available land, which needs to be sustainably developed, while meeting the needs of all the various interest groups and stakeholders. This type of planning is also called land use planning and as Fox et al (1990:47) refers to as; City planning, urban planning or regional planning, is concerned primarily with the physical location and design of development projects such as housing projects, roads and other physical infrastructure. On the other hand land use is the regulation of appropriate use of land to keep a garbage dump away from a housing development. In recent years local government have attempted to require developers to make certain improvements to property before land uses are allowed. Bickers and Williams (2001:114).

In South Africa areas such as Stellenbosch is regarded as an agricultural and in particular a wine producing region. In the context of a higher level of government, such as the provincial government, the use of the different geographic areas within the province is classified by higher order plans and in this case it would be the Spatial Development Framework (SPDF). Different regions are demarcated across the country in terms of its economic, agricultural or other intrinsic value. An economic region is an area with common economic and social problems induced by natural or other conditions (Waterston 1965:22).

The various categories of planning which a town needs are catered for when town planning is drafted. This ensures that the physical layout of the town caters for all relevant needs and activities within a particular municipal

boundary. This is a plan that allows for the different kinds of governmental, business, individual and community activities to be accommodated. These include making land available for housing, commercial, light industrial, industrial, community facilities, Central Business District (CBD).

2.6.7 Management Planning

In the case of a municipality, Fox et al (1991: 47) stipulates that; As reasoning about how a public organisation will reach its objectives in the future by a proper assessment of opportunities and threats and the taking of correct decisions at present. This type of planning is critical for public institutions as it will manage its affairs in such a way that delivery on its mandate will take place and ensure effective and efficient service delivery.

2.6.8 Integrated Development Planning (IDP)

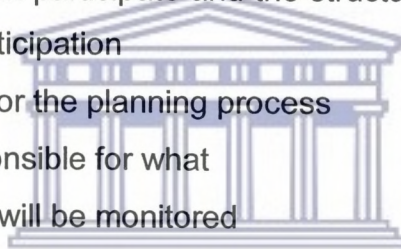
Planning objectives and practices differ from country to country and are also done in the context of the political philosophy which is followed and there is difficult to compose one definition of development planning which will satisfy everyone and every need. Waterston (1965:20), stated development planning is defined as any action by the State, whose purpose is to raise the rate of economic growth above that which would take place without any conscious effort. Waterston does not only equate economic growth with development planning but he also indicates that in less developed nations, the idea is firmly held that development planning can be effective only if it includes basic institutional reforms (1965:18). In order to achieve the objectives of the IDP the relevant institutions will have to be put in place.

Fox, Schwella and Wissink (1991:47) state that developing nations use this type of planning to set out the main measures that are needed to improve the national output and the citizens' standard of living. The responsibility for development planning also rests with the public sector of particular developing country. South Africa is categorised as a developing country and this context holds true. Ismail Davids in *Local Government* (2006:20) states that

Integrated Development Planning is an approach to planning that involves the entire municipality and its citizens in finding the best solutions to achieve the long-term developments as mandated by the Constitution of the Republic of South Africa (Act No.108 of 1996), The White Paper on Local Government (1998) and the Local Government: Municipal Systems (Act No.32 of 2000). The full context of the legislative framework for the IDP will be discussed in Chapter 3.

Before any municipality begins the process to plan for its IDP it should first draw up an IDP Process Plan which should outline the roll-out and consists of the following phases; (Williams 2006:20)

- The structures that will manage the planning process
- How the public can participate and the structures that will be created to ensure public participation
- A time schedule for the planning process
- Who will be responsible for what
- How the process will be monitored



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Although a brief synopsis has been given of some types of planning have been identified, the key focus of this submission will be on Integrated Development Planning (IDP). The Municipal Systems Act, Act 32 of 2000 defines the IDP as a five year strategic development plan for a municipality and supersedes all other plans that guide development at local level. A municipality utilises IDP to involve stakeholders to identify its primary objectives, formulate clear goals, develop the appropriate organisational focus, structures and systems to realise these objectives and goals. Align resources and efforts with Council and community priorities. Fox et al (1990:47) states as follows; used by developing nations to set out the main measures that are needed to improve the national output and the standard of living of their citizens. As such development planning will to a great extent be the responsibility of the public sector of a particular developing country. This is then quite appropriately focused within the South African context.

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In order to ensure that a municipality arrives at an IDP, it needs to follow a number of cyclical phases during planning. These are listed below by Ismail (2006:21)

2.6.8.1 Preparation Phase

There are 5 phases which are covered under this area and include the following;

- Phase One is described as the Analysis Phase and includes the assessment of the existing level of existing socio-economic conditions and trends.
- Phase Two is categorised as Development of development strategies and includes the formulation of a long term shared Vision.
- Phase Three is the Projects stage and requires that the preliminary budget allocations for capital and operational expenditure be drafted.
- Phase Four is then the Integration phase and includes the screening of project proposals and the integration of projects and programmes.
- Phase Five is the approval phase where comments are invited and incorporated. These include comments from public, provincial and national government departments as well as District municipality which are then adopted by the Council.

2.6.8.2 Implementation Phase

This phase addresses the key delivery challenges which emanated from the various sectors within the community that is being served and is found within the jurisdiction of the municipality.

2.6.8.3 Monitoring, Evaluation and Review Phase

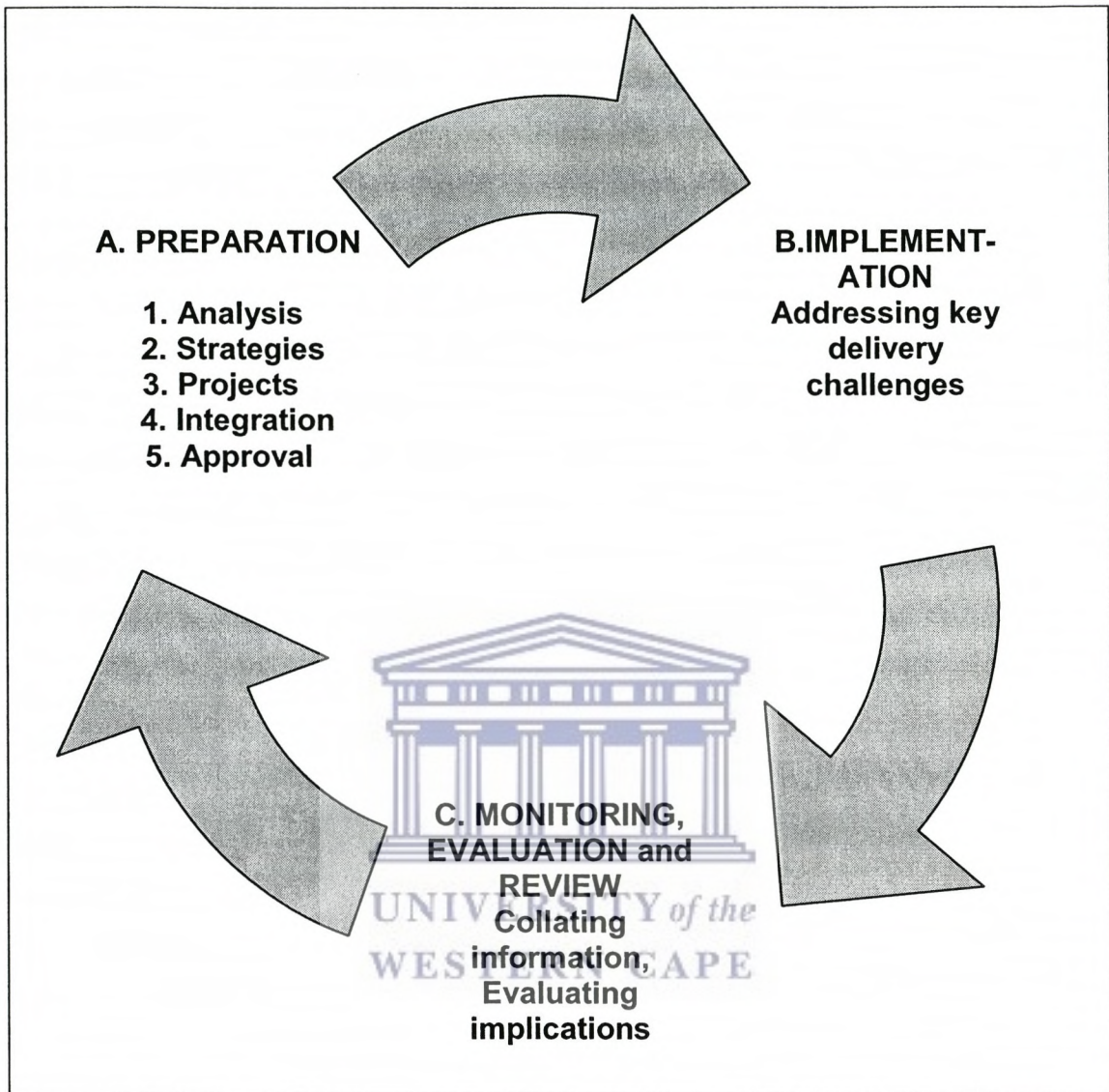
The municipality monitors and collates information on implementation management and evaluates the implications of such implementations.

In Ward, Achmat and Africa, FCR Training Guide (9-12), list the IDP phases as follow,

- Analysis, compile existing information on demographics, service levels, financial resources and infrastructure and human resources
- Strategies, this phase is about the choices to be made, based on the most appropriate, innovative and cost-effective of the various options.
- Projects, this is the provision as sector specialists with an appropriate role in the planning process, creating a smooth link between planning and implementation
- Integration, is the results of project planning which will be checked for compliance with the vision, objectives, strategies and resources.
- Approval, is the insurance that all stakeholders and other interested parties including spheres of government, have been given a chance to comment on the draft plan, giving the approved plan a sound basis of legitimacy, support and relevance.



TABLE 2.2: ILLUSTRATION OF THE IDP PLANNING CYCLE



2.7 PLANNING AIDS

2.7.1 Models in Planning

There are different aids which planners can utilise in their striving to ensure the intended plan is implemented successfully. These aids are many times complicated and specialised and the administrator does not necessarily have all the relevant knowledge of the different types of aids, Thornhill and Hanekom (1986:47). Amongst some of these aids available to the administrator are computers and models which he/she would be aware of their

applications and limitations. Thornhill and Hanekom (1986:47) points to the models as the most important aids for planning purposes and lists their usage as, to;

- Serve as a work hypotheses to reach particular conclusion
- Obtain a simplified representation of a complicated situation
- Serve as an experiment to test possible planning implications
- Formalise research to determine the actions still to be undertaken
- Serve as a link between the theoretical and practical implications of a plan.

In De Coning C & Cloete F (2006:27) defines a model as a representation of a more complex reality that has been oversimplified in order to describe and explain the relationships among variables, and even sometimes to prescribe how something should happen. Models can therefore be used in a neutral, descriptive way or they can be used in a normative way, expressing a preference for a particular value judgement. Thornhill and Hanekom (1986:47) states further that circumstances change and there needs to be a provision made for such changes when models are used. When using models further note should be taken that physical factors and quantifiable facts are not the sole criteria, but note should be taken that the model operates in a political environment and should therefore be flexible in order to make provision for such political and other considerations.

2.7.2 Computers in Planning

Fox *et al* (1991:57) state that of the rational approaches to planning and programming techniques the computer is the best possible means to benefit from. Computers are especially beneficial for storing and accessing information and can be of great value in planning purposes. According to Thornhill and Hanekom (1986:47) computers are dependent on quantifiable information and have particular limitations. Computers cannot make the decision and the planner still has to be the decisionmaker. Fox *et al* 1991:57)

states that the public management planning process has to include in its calculations not only the rational and quantifiable facets of decision-making, but consider the political feasibility of policies, plans and programmes and computers are not yet capable of dealing with the political complexities and interface with public management functions.

2.7.3 Democratic Participation

Democratic participation, also known as public participation, has taken on quite a major significance within the South African context. Public management planning is greatly influenced by politics, complexity and human behaviour which is often unpredictable (Fox *et al* 1991:55). The views of people need to be taken into consideration. Public participation is discussed in greater length under the policy context in chapter 3 although Fox *et al* (1991:55) quotes, Arnstein (Gortner,1981:57-58) that three levels of democratic participation exists; non participation, token participation and real citizen power. The approach should be to have real citizen power, but the thrust has been to manipulate citizen groups.

2.7.4 Programming Techniques

The techniques which have been utilised at the stage of implementing the results of planning have been the Gant chart, Critical Path method (CPM) and Programme Evaluation Review Technique (PERT) and they have been designed for scheduling and control purposes (Fox *et al* 1991:55).

2.7.5 Conclusion

The different aids in planning are utilised at different levels in the organisation. For the purposes of this study models will be the chosen aid which will be used. The following section will cover a number of models and after discussing them determine one in the end which will be utilised for the assessment of the IDP in Stellenbosch.

2.8 DIFFERENT MODELS UTILISED IN POLICY IMPLEMENTATION

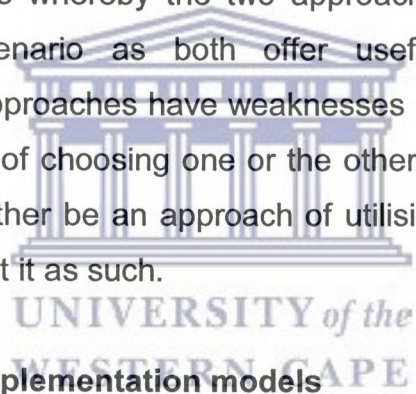
2.8.1 Introduction

In Cloete and Wissink (2006:184); the authors mention three distinct “generations” of how policy implementation has evolved over time. These are categorised as the “classical” generation (Generation 1) based on the assumption that implementation would automatically be happening once the appropriate policies have been proclaimed. The expectation here was of an administrative corps who were waiting anxiously on politicians to tell them what to do through the formulation of policy. This approach was also labelled as the “single-authority, top-down” approach and was based on basic concepts influenced by behavioural scientists; Weber, Frederick Taylor and also Woodrow Wilson. In this first category the premise was of an ordered “system” existed which covered all the necessary legal, authoritarian and hierarchical structures, following from the decisions taken by a small group of decision makers at the top who create policy and those below who dutifully carry it out.

The second generation in this evolution of policy implementation (Cloete and Wissink 2006:184) set out to challenge the previous (classical) approach and to explain that the failure to implement in certain cases was no more than a political process akin to that of policy formulation. The formulation of this second approach was as response to the limitations of the classical model. This second generation set out to record the complexities of the process of implementation, a factor which the previous model did not consider, and was based on the results of detailed recorded empirical studies. These studies pointed to the complexities of policy implementation and that the formulation of a policy did not necessary ensure implementation. The third generation of policy formulation approach focussed on the search for a fully fledged implementation theory. The need for understanding the causes, organising frameworks, conceptual models and analysis, explanatory anecdotes and predictions were the underlying basis for the third generation approach.

2.8.2 Top-down versus Bottom-up approach to Policy Implementation

In ensuring implementation of policy there were two methodologies which were identified; top-down and bottom-up. In the top-down view it is purported that the decision-makers formulate the policy at the central or top level and then devolves such policy to the bureaucracy or officials to ensure that it gets implemented. The bottom-up approach was formulated as an alternative to the top-down and addresses the weaknesses within the top-down approach. A number of authors, Elmore, Lipsky, Kaufman (Cloete and Wissink 2006:187) have criticised the top-down approach; that subordinates do not necessarily do as they are being told or to perform as they are expected to do. Despite this obvious divergence of the two approaches a number of scholars have indicated that a process whereby the two approaches can gain from each other is a better scenario as both offer useful insights into policy implementation. Both approaches have weaknesses as well as strengths and it should not be a case of choosing one or the other as a mutually exclusive option. There should rather be an approach of utilising the strengths of both approaches and to adopt it as such.



2.8.3 Earlier Policy Implementation models

One of the earliest models of policy implementation was that of Smith (1973), (Cloete and Wissink 2006:188) who declared that implementation was “a tension-generating focus in society”. In this model the focus of implementation was on the perspective of social and political change and which can rightfully be regarded as one of the earliest of the bottom-up models of implementation. Smith designed what was termed the tension-generating matrix and which was based on four components; idealised policy and the patterns of interactions, the target group which is expected to change its behaviour, implementing organisation’s structure, leadership and capacity and environmental factors.

A further model which was also earlier used comes from Van Meter and Van Horn (1975). Their model labelled problems of communication, capacity and implementer disposition and which they based on the causes of non-implementation. Another earlier writer, Kaufman et al (1986) described policy implementation as; Subordinates don't know what their superiors want, they can't do what their superiors want, or they refuse to do what their superiors want. Edwards and Sharkansky (1978) adopted a model based on a top-down approach and which identified four interacting factors as obstacles to successful implementation; communication, resources, dispositions and bureaucratic structures. In two further writers' model of a top-down approach Mazmanian and Sabatier (1981), made three critical observations; policy making is an iterative process of formulation, implementation and reformulation, the focus should be on the attainment of stated policy goals and implementation can be viewed from different perspectives.

2.8.4 The 5-C Protocol plus Communication

This model has as a focus the identification of certain critical variables which can shape the direction that policy implementation can take. In this model 5 critical variables (capacity, content, context, commitment, coalition of actors) plus communication are identified and linked with each other. The variables are also identified as the 5-C Protocol. The part of the 5-C Protocol study will be explained, by looking at how the 5 variables plus communication facilitate the policy implementation process and how they are interlinked.

2.8.4.1 Content

Policy content is characterised in De Coning (2006: 196); as either distributive, regulatory, or redistributive. Distributive policies are then further described as those which create public goods and these are then used for the general welfare and are non-zero-sum. Regulatory policies are those which specify the rules of conduct with sanctions for failure. Redistributive policies are those which strive to change the allocation of wealth or power and this is usually from those groups which are in possession of such wealth to those

who do not possess it. The latter is also called passing from the haves to the have nots. The basic premise as described by the writer Lowi (1972) in De Coning (2006:197); that the most significant political fact is that governments coerce. This is implicit in that content of policy is then regarded as a function of the level and type of coercion by the government. There are various mechanisms which government utilise in its methodology to ensure policy is implemented and that content is adopted. Government can ensure policy is successfully implemented and if coercion is adopted then mechanisms such as withholding funding, oversight by parliamentary portfolio committees and audit reports are utilised as some of the coercive mechanisms. The content of policy is important not only in the means it employs to achieve its ends, but also in its determination of the ends themselves and in how it chooses the specific means to reach those ends (De Coning 2006:197).

2.8.4.2 Context

The variable of context takes into consideration the larger system under which policy implementation operates. This indicates that policy implementation does not operate in a vacuum, but that the social, economic, political and legal realities under which it operates do play a significant role. This understanding relates that for policy implementation to be successful, it needs to be cognisant of the institutions through which it passes and simultaneously also the clients and coalitions whose support is essential. The area of participatory government has taken on added importance within the South African policy context and successful implementation will be realised if institutional context is focused on.

2.8.4.3 Commitment

This is one of the most critical variables, for the policy can be regarded as clearcut, understandable and near implementable, while the costs are within budget frameworks and the bureaucracy also in place, only for the incumbents responsible for carrying it out to be unwilling or not in a position to do it. The result of this would mean that nothing will happen. This brings us to the

context of a bottom-up and top-down perspectives whereby both are perceived by scholars of this variable as key in the area of commitment. In the perspective of a hardline top-down perspective commitment would be viewed in terms of content and capacity which can be controlled from the top. In the bottom-up perspective institutional context and clients and coalitions are the key implementation variables in terms of commitment.

2.8.4.4 Capacity

When we address the variable of capacity in the 5-C protocol, then we focus on the systems which are available to ensure the policy of government are implemented and translated into an effective service delivery. These systems then include the structural, functional and cultural ability which government utilise over a set time period and would be influenced by availability of resources at government's disposal. These resources could be tangible (human, financial, material, technological etc) and intangible (leadership requirements, commitment, motivation etc). In ensuring successful implementation there would also need to be an environment conducive in terms of the political, administrative, economic, cultural etc, and which is susceptible to such implementation. This would translate into government creating the enabling environment for such service delivery and would call for a new orientation to the nature of government.

Many public and institutions are apt to declare an incapacity to implement government policy due a lack of capacity, not possessing the key personnel to fast track service delivery over a short space of time. Capacity in this context does focus on the requisite administrative and abilities to so the job and this problem with capacity are then when organisations perceive they do not possess the resources to implement. In De Coning (2006: 200) it is countenanced as; understanding how capacity may influence implementation effectiveness is not simply one of what capacity is required and where, but also of how this capacity can be created and operationalised.

The number and amount of initiatives which government wishes to implement will have an effect on the available resources and capacity. The expectations and priorities which communities further identify will nevertheless be influenced by the availability of capacity. The years of underinvestment in personnel in government institutions has led to lack of skilled staff and coupled to the flight of experienced staff from government institutions after 1994, impacts negatively on government implementing its policies and delivering on its mandates to communities. This scenario is further influenced by the vast amount of priorities, which now included the whole South African population, not only a section (white) and this led to a smaller pool of resources available. If this is then the case it would be appropriate to make changes in the traditional approach and focus, structure, functioning and organisational culture that would ensure successful policy implementation.

In De Coning (2006:200) these approach could include; firstly a change from attempting to provide as wide a range of services as possible, irrespective of organisational capacity to do so, accepting a limited capacity and reducing and redesigning service delivery programmes. Secondly the movement in the public sphere is from big unwieldy bureaucratic to smaller flexible organisations, thirdly isolated policy and financial planning and implementation traditions is changing to integrated and coordinated strategic management practices, fourthly the change is from input resource-funded administration to an output, results- based management system with performance contracting and promotion and lastly the change is from a closed bureaucracy dominated work environment in the public service to a more transparent, accountable and participatory public policy process.

2.8.4.5 Clients and Coalitions

If consideration is taken of the aforementioned variables of the 5-C protocol, it becomes clear that government does not operate in a vacuum and that outside influences and roleplayers do play a significant role in policy implementation. These outside roleplayers or interest groups include; opinion leaders, sector groups, ratepayers, association, and other actors. Policy

implementation is influenced by shifts in power relations and the outside actors' role and influence changes with the corresponding shift in power within public institutions. The reality of ensuring and catering for all key stakeholders and assuring their expectations are met is not always possible and sometimes could be unmanageable. There is also the scenario that certain actors could play a more influential or destabilising role, while others could be more helpful and assisting, so it would be critical to identify the key actors. As De Coning (2006:203) indicates that; it is important, then, to underscore the saliency of consciously seeking to identify key relevant stakeholders, as opposed to all identifiable actors. If all stakeholders are constantly drawn into every process then participation can retard and bog down policy implementation, so this variable needs to be properly managed by authorities.

2.8.4.6 Communication

Communication is regarded by some authors as similarly important and should be regarded as another variable for implementation, albeit the sixth one. In a policy paper delivered by Professor Petrus Brynard entitled; Policy Implementation: Lessons for Service Delivery (2005); the author states; It could be argued that communication is an integral part of all the above mentioned variables, but is also worthy to single out because of the importance of communication. South Africa has 11 languages with English as an administrative language...therefore the importance of communication as a variable of policy implementation.

The importance of communication has thus taken on added importance as public institutions focus more energy in communicating with constituencies to ensure they deliver what communities expect. Communication is not regarded as a one off process but a continuous process and takes on different forms: internal and external communication, electronic and print communication, translation and interpretation, public and official communication etc.

2.8.5 Strategic Management in government: Organizational Strategy in the Public sector

A model which can be scrutinised as a means of contextualising the arena of planning within organisations is that of Mark Moore. In *Creating Public Value: Strategic Management in Government* (1995), the author Mark Moore adopts the context of strategy as a means of ensuring public managers plan effectively and efficiently. This section will contextualise his work and whether it can be adopted as a mechanism to analyse the IDP in Stellenbosch.

In his writings, Moore starts off by proffering two examples of studies done in the United States of America (USA) on how different styles of management in two institutions have resulted in differing outcomes. He offers the examples of the U.S. Environmental Protection Agency (EPA) and the Department of Youth Services (DYS). In these institutions it was notable that two key individuals, William Ruckelshaus (EPA) and Jerome Miller (DYS) deviated from the normal management methodology and adopted their 'own' unique methodologies. In the former Ruckelshaus had to deal with an environmental concerns which were coming strongly to the forth within the American political landscape, oil slicks, tree felling and other negative environmental concerns reached fever pitch. Some politicians sensed a political opportunity and championed these causes and this led to the establishment of the EPA with Ruckelshaus in charge of it. In the latter circumstance Jerome Miller, a professor from the University of Michigan, was appointed to implement a new strategy around dealing with youthful offenders. At the time government used to place such offenders within institutions far removed from society and which treated such offenders as criminals despite minor offences having been committed by them.

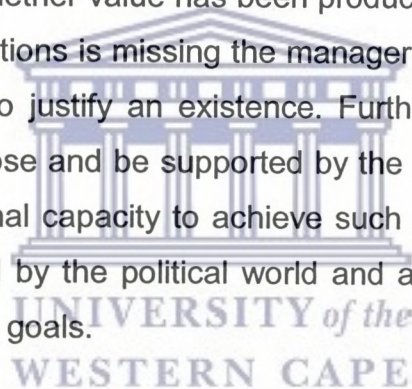
The above instances, EPA and DSY, both played itself out during the late 1960's in America and pointed to a new methodology of looking at managing state institutions. The public managers, Jerome Miller and William Ruckelshaus started to move away from the conventional way of looking at management. Three key elements were identified by both and described as

the political, substantive and the operational, while putting focus and attention on it. Public managers such as Miller and Ruckelshaus faced numerous challenges in their endeavours to create a new style for managing public institutions and at the time issues such as environment and managing juvenile delinquents under a different approach were not prevalent in public institutions. The approach of giving a more liberal approach to managing an organisation was more the domain of the private sector. This would be interesting to note how the private manager differed from his public counterpart. This would give us a better sense of the challenges the public manager faced.

In Moore (1995: 286) he laments the differences as follows; that the private manager strives to ensure the goal of the private sector which is to maximise the long term wealth of the shareholders while the objective of libraries, sanitation departments are not. The latter are established to deliver a service. He further states that private managers strive to make money and if they do they interpreted that as having created value, while public managers have to wait much longer to program evaluations and cost benefit analysis to determine whether value has been created. Private managers further have to focus attention on competitors though public managers operate within government agencies which can be considered monopolies. Furthermore one finds that private managers adopt a corporate strategy and look at the products of competitors but public managers do not have this context.

The public management faculty at the Kennedy School of Government (Moore 1995:289) developed a rudimentary concept of organisation known as the Strategic Triangle and which public managers could utilise. This methodology has the concept of treating organisational strategy as; the overall mission or purpose of an organisation (in terms of important public values), offers an account of the sources of support and legitimacy that will be tapped to sustain society's commitment to the enterprise, and explains how the enterprise will have to be organised and operated to achieve the declared objectives.

This strategy is further expanded on by Moore where he states that to develop a strategy for a public sector organisation, a manager needs to meet three broad tests after he brought the three above mentioned elements into congruence. The first test is that the strategy must be substantively valuable, which means that the organisation must be a producer of value for its clients and beneficiaries at a low cost. The second of these tests indicates that it must be legitimate and politically sustainable. This would point to the fact that the enterprise must be able to attract both money and authority from the political authorizing environment on a continuous basis. The third test indicates that it must be operationally and administratively feasible which indicates that the existing organisation can accomplish its valuable activities while help can be attracted from other organisations to contribute to the goals. The tests are regarded as powerful because they identify the appropriate conditions to indicate whether value has been produced in the public sector. If any of these three conditions is missing the manager and his organisation will be very hard pressed to justify an existence. Furthermore managers might have an attractive purpose and be supported by the political environment but if they lack an operational capacity to achieve such goals then such a goal will be similarly rejected by the political world and a different vehicle will be sourced to achieve such goals.



The necessity for all three conditions to exist is a prerequisite for any goal to be supported and executed. Likewise a goal which is substantively valuable, administratively and operationally feasible but bereft of political support will not be accepted as feasible. Similarly organisational activities commanding political support and which are administratively feasible, though lack substantive significance will eventually fail as a strategy. These different scenarios can play it out in different guises, but it is shown that there is a necessity for all three conditions to exist if value is to be produced in the public sector. Moore (1995:291) states that the three elements, substance, politics and organisational importance are of strategic importance to managers in the public sector if they are to be successful. He further notes that the strategic triangle is designed in such a way that it has to influence the

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attention, thought and action of managers so that they distribute their energies across their operational environment.

In furthering the strategic triangle perspective, Moore states that the traditional perspective of public administration looked at managers to pursue a downward – and inward-looking task of deploying available resources to achieve the objectives which were set for them. The traditional public sector manager further based his approach on an upward and outward approach as they try to operate within the framework of mandated objectives, ensuring they are accountable. In contrast to the traditional public manager, the strategic triangle, according to Moore (1995:291); rests on the assumption that public managers should define an organisation's overall purpose and mission. Managers are encouraged to use analytical techniques and also scan their tasks and environments. They should be more analytical and be bold to evaluate their own performance and so form independent views. Accordingly managers should interact with the political system through dialogue and not solely through their mandated purpose, while they further need to spot new opportunities for the organisation and also meet emergent political demands and new unidentified needs.

2.9 THE CONCEPT OF POLICY IMPLEMENTATION

The study will focus greatly on the concept of policy implementation, especially in understanding how this was conducted within the Stellenbosch municipality. This concept is defined in Williams .JJ (2006) where the author states that policy implementation is the phase in the policy-making process where the intentions, the objectives and the selected course of action are translated into action. The author defines this further in stating that these services can be directly or indirectly conducted and if there are no resources within the organisation such services can be achieved by contracting this out to outside institutions. Implementation is a key element as this will either influence the policy outcome on a positive or negative level.

2.10 CONCLUSION

The focus in this chapter has centred on public policy and models and to analyse and ensure implementation. The development planning process has been sketched as a series of interconnected activities. Included in this process is the identification of needs in communities. These needs are conducted through what is termed a needs analysis and through strategic planning, operational planning and then implemented. After implementation has been done, a monitoring and review process would follow to gauge if the objectives of such implementation have been realised and whether any learning experiences have been forthcoming and corrections and adaptations could improve on existing policy, programmes and projects.

The existence of one uniform grand model or theory to ensure policy implementation does not necessarily exist and which can be utilised. This chapter has focussed on analysing particular models with the express purpose of utilising one as a model for applying it to the subject under discussion, which is the implementation of the IDP in Stellenbosch municipality. The study will utilise the 5-Protocol plus communication as the model to assess the IDP process in Stellenbosch. In the 5-C Protocol the five variables plus communication (content, context, commitment, capacity, clients and coalitions and communication) are working in tandem and a change in one will influence the others. In Chapter 4 the 5-C Protocol will be applied to the municipality's IDP process.

CHAPTER 3

LEGISLATIVE AND POLICY FRAMEWORK OF THE IDP

3.1 INTRODUCTION

The integrated development process, as is the case with most processes under the aegis of government, is facilitated and conducted in the context of a legal framework. The impact on the execution and implementation of the Integrated Development Planning process springs from this. This context will ensure that lower levels of government departments and state agencies integrate such processes into their existing activities and budgets. It further places the responsibility and accountability on these different institutions and authorities to execute programmes and processes which are identified as part of the IDP. In the absence of the existence of a legal framework for the IDP it would be interpreted as yet another administrative component and not be accepted as a critical component of the process towards realising the aspirations and expectations of different communities and the broader electorate. Different levels of government and state agencies would treat this as yet another of a number of processes which has to be attended but not necessarily be implemented. As this process has a direct link to service delivery, as envisaged by communities, it would in effect retard its implementation. The prioritised lists submitted by communities for implementation, are then not attended to or executed.

The legal framework under which the IDP operates is encapsulated under a number of different laws, some of which directly focuses on the IDP, while other components which the IDP utilises are covered under some of the other Acts. This could include the areas of public participation, budgetary processes, representivity, inclusiveness and transparency. Some of these areas could fall under the Constitution, Provincial or Municipal Finance Management Acts (MFMA) or could even draw certain contexts from environmental or other laws currently applied in South Africa. It is however the Local Government: Municipal Systems Act, Act 32 of 2000 Chapter 5; (part 1 to 4) which focuses on the key areas of the IDP.

3.2 THE MUNICIPAL SYSTEMS ACT (Act 32 of 2000)

This Act covers the main areas under which the IDP should be implemented and resorts under Chapter 5 of the said Act. The five parts which are covered are divided as follows;

- Part 1 General
- Part 2 Contents of integrated development plans
- Part 3 Process for planning, drafting, adopting and review of integrated development plans
- Part 4 Miscellaneous

The preamble to the Act states that;

To provide for the core principles, mechanisms and processes that are necessary to enable municipalities to move progressively towards the social and economic upliftment of local communities, and ensure universal access to essential services that are affordable to all; to define the legal nature of a municipality as including the local community within the municipal area.

The importance of ensuring service delivery within previously marginalised communities has been identified by government as one of its most critical areas. The disparity in development between different communities is still prevalent in South Africa and has not disappeared after the new political dispensation. On the contrary, and according to certain social commentators, it has drastically increased, i.e the gap between the previously disadvantaged and the previously advantaged. The disparity is slightly moving away from being race based. The majority of Black citizens are still falling in the poorest section of society, but in a certain way it is moving towards a scenario whereby politically well connected black individuals and small groups are becoming more affluent and this is taking on the form of a 'haves and have nots', scenario.

This small affluent group of people, across racial boundaries, have access to resources and institutions of power, while the majority of the population still lives on the margins of society, unable to fend for itself and almost completely powerless. Should such a scenario continue to be entrenched, it has the potential to be a catalyst for future instability and serve as a negating factor in eradicating the political and economic gains the country has built up over the past 14 years. This has not gone unnoticed by those in power and the drafting of this Act is an indication thereof.

The preamble to the Act (32 of 2000) furthermore states that; *To provide for the manner in which municipal powers and functions are exercised and performed; to provide for community participation; to establish a simple and enabling framework for the core processes of planning, performance management, resource mobilisation and organisational change which underpin the notion of developmental local government; to provide a framework for local public administration and human resource development; to empower the poor and ensure that municipalities put in place service tariffs and credit control policies that take their needs into account by providing a framework for the provision of services, service delivery agreements... to progressively build local government into an efficient, frontline development agency capable of integrating the activities of all spheres of government for the overall social and economic upliftment of commitment to harmony with their local natural environment*

Government has adopted an all encompassing approach and, through this legislative framework, worked towards ensuring that the potential for any negative and untoward developments are minimised or eliminated. Simultaneously an opportunity for embarking on a strategic intervention is presented by ensuring that the mandate given to government, by the electorate is executed.

Municipal Structures Act 32 of 2000 (henceforth referred to as the Act) covers the area of IDP under Chapter 5 and is divided into four components or parts.

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3.2.1 PART 1 - General

This area focuses on municipal planning and the context under which it needs to operate and also includes the adoption of integrated development plans. This part is described in the Act (as) under "General" and consists of three sections (23 - 25), described under the following headings:

- Section 23 Municipal planning to be developmentally oriented
- Section 24 Municipal planning in co-operative government and
- Section 25 Adoption of integrated plans

Section 23 states that a municipality should be focusing on undertaking of developmentally - oriented planning. This would in effect give the municipality the opportunity to achieve the local government objectives as set out in section 152, as well as the developmental duties of section 153 of the Constitution (South African Constitution of 1996). The section also covers the realisation of the fundamental rights as enshrined and contained in sections 24, 25, 26, 27 and 29 of the Constitution. (pages 26 – 27).

Section 24 (under General) focuses on the municipal planning in co-operative government. The first part includes planning undertaken by a municipality and that should be aligned with and complement the development plans and strategies of other affected municipalities and other organs of state. This section functions to give effect to the principles of co-operative government contained in section 41 of the Constitution. Under 41 (h) it is stated that:

A reciprocal confidence and underlying working relationship be in place, to ensure friendly relationship is enhanced, helping and supporting each other, supply each other with information and interact with one another in cases of mutual interests, coordinate actions and legislation, keep to predetermined procedures and to keep away from any legal actions with each other.

Translated, this means that all levels of government would work in a co-operative spirit to ensure that developments and any initiative with its resultant

spin-offs and benefits thereof should accrue across governmental boundaries to all levels of society. Government levels, which include national, provincial and local government, as well as parastatals, government departments and agencies, should work across different dimensions in ensuring that whatever benefits accrue to communities, are executed. It also means that these institutions should not be hamstrung in solely looking at the scope of its immediate mandate, but to look at 'the bigger picture', i.e. service delivery.

The section further indicates how different local authorities, metro councils (category A municipalities) - those with exclusive executive and legislative power over the area under its jurisdiction, District councils (category B municipalities) – those which share their executive and legislative powers with a category C municipality which falls within its area and all other local authorities (Category C municipalities) should work in tandem with National and provincial authorities and which is encapsulated in this section under (2) and also section 153 (b) of the Constitution. This can point to what can be ascribed to the area of planning.

In section 25 the focus shifts towards the adoption of integrated development plans. Under 25 (1) it stipulates that:

Each municipal council must, within a prescribed period after the start of its elected term, adopt a single, inclusive and strategic plan for the development of the municipality which –

- (a) links, integrates and co-ordinates plans and takes into account proposals for the development of the municipality;
- (b) aligns the resources and co-ordinates plans and capacity of the municipality with the implementation of the plan;
- (c) forms the policy framework and general basis on which annual budgets must be based;
- (d) complies with the provisions of this Chapter; and

(e) is compatible with national and provincial development plans and planning requirements binding on the municipality in terms of legislation; (make sure of use of punctuation in the reference)

This part of section 25 indicates that the government interprets the area of integrated development planning as a key departure point in ensuring that service delivery reaches those whom it targets. Furthermore it ensures that the onus and responsibilities is placed on local authorities, as the closest level of government to communities, in this context. This focus is evident under 25 (b) where the local authority has to align its resources to execute the priorities as envisaged by communities through the public participation process (encapsulated under section 24 of the Act). The prevalence of the public participation process in most government processes and especially in integrated development planning is a factor which is of critical importance.

Section 25 further shows what happens when a newly elected Council takes office from an incumbent. This new authority would then be in a position to either adopt the existing integrated development plan (IDP) or embark on a new process. In the event of adopting a plan of the outgoing Council, the new authority will have to adhere to certain conditions. This would also be the responsibility of a municipality to give notice to the public of its plan to adopt its IDP within 14 days of its intention to do so. In this case the plan would also be in a format or summary that would be easily readable and be available at specified places from where it can be scrutinised by the general public and include public libraries, municipal offices or public institutions that could be easily accessed and open to the general public.

3.2.2 PART 2 - Contents of Integrated Development Plans

This part of the Act gives an overview of the contents of IDPs (section 26) and simultaneously the core components. The areas which are covered here and those that an integrated development plan must reflect are its vision for the long term development of the municipality with special emphasis on the municipality's most critical development and internal transformation needs.

Coupled with this is an assessment of the existing level of development in the municipality and should include an identification of communities which do not have access to basic municipal services. In many municipalities, for instance, this could point to the eradication of the bucket toilet system which utilises the removal of effluence by trucks, where communities are still beset by a lack of running water. These vehicles usually frequent such areas at inopportune times and it is derided by those in the health sector as very unhygienic and the cause of many prevalent sicknesses in poverty stricken communities.

The focus here sharply turns towards the delivery of basic services taking due cognisance of the area of transformation. Transformation being a key component in ensuring not only that the infrastructural and capital deliverables are ensured, but also that the soft and human resources skills are simultaneously developed. Transformation as covered under the Employment Equity Act (EE) calls on municipalities to transform its civil service to reflect the geographic make-up of the local populace it serves. This becomes a tricky situation for the municipality as years of Apartheid planning and under-investment has led to a dearth of skilled people from disadvantaged communities who are capable or equipped to fill certain critical positions. These include a lack of experienced engineers, experts in infrastructural support and land use planners. There is nevertheless expected of the municipalities, as one of the levels of government, to be at the forefront of compliance in implementing the EE Act. This then becomes a tightrope that the municipality has to walk and can easily be a key factor in the lack of service delivery.

During the elected term under which the municipality operates, it will ensure that its development priorities and objectives are identified. The municipality will identify these through a departmental and public participation process and this will include its local developmental aims and internal transformation needs. While the councillors and municipal officials might be oblivious to the real needs of communities and identify perceived needs; through interacting with the relevant communities, a priority of needs would be established. The area of transformation within the civil service is a critical component and the

broad National governmental objective should permeate through all levels of government. Specific legislation is in existence and since the White Paper on the Transformation of the Public Service (WTPPS) 1995, the government has mooted the reorganisation of the public service to be more representative and inclusive of the country's population.

The section covers the areas of development strategies to coincide with national and provincial sectoral plans and also the existence of a spatial development framework. This framework is whereby the municipality provides its guidelines for land use management, its operational strategies, applicable disaster management plans, a financial plan, including a budget plan and the key performance indicators and performance targets as determined on terms of section 41. These guidelines would ensure that identified priorities would be executed and that the participatory processes are not mere exercises as envisaged by the Act. Furthermore, this will ensure that a multi - pronged approach to service delivery is followed and that the integrated development process is not an expensive exercise leading to the submission of a hefty document which would never be realised. During this process, it may dawn on communities and officials what the scope and limitations under which development can take place are and that these could include a lack of sufficient funds to embark on specific identified projects. The result of the integrated development process, if conducted according to these guidelines, would be a greater realism and prioritisation of needs without undue expectations. This could lead to greater contentment and less competitiveness for resources from different sections within communities.

3.2.3 PART 3 - Process for planning, drafting, adopting and review of integrated development plans

The process for planning, drafting, adopting and review of integrated development plans (sections 27 – 34) is included hereunder. This includes the framework under which the integrated development planning should be conducted. Additionally, this indicates that a district municipality, through a consultative process and after a prescribed period of being in office, must

adopt a framework for integrated development planning in the area as a whole. This framework binds not only the district municipality, but also those other municipalities within the area of the district municipality. This would, for the purpose of this study, entail the Stellenbosch municipality (WC 024) which falls within the boundaries of the Stellenbosch District municipality jurisdiction.

The Act describes the process which would focus on the identification of the plans and planning requirements which bind the national and provincial legislation on the district municipality or the local municipalities. This is in line with the budgetary processes which would translate into the budgets of a provincial nature to the local authorities. The framework would further explain the process which helps to identify the matters that are to be included in the IDPs of the district municipality and the local municipalities and which require alignment. This would not only ensure that the focus remains on the priorities identified by the communities, but also dedicate appropriate funding to such priorities. This allows for the higher levels of government to get an insight and a means of control in how the funding and budgets are to be spent. This gives a sense of where the 'real' priorities within a municipal area lie and acts as a guideline for municipal spending. After completion and adoption of the framework and wherein procedures for intergovernmental working relationship on local government level have been established, the next process would be enclosed under section 28 which covers the adoption of the process.

Section 28 indicates that each municipal council, within a prescribed period after the start of its elected term, must adopt a process which is written up and acts as a guide for the planning, drafting, adoption and review of its integrated development plan. Under this section it clearly stipulates the necessity for the municipality to interact with the local community through appropriate processes and procedures and which is also encapsulated in Chapter 4. The municipality must furthermore inform or give notice to the local community, of particulars of the process it intends to follow. This is critical and municipalities usually adopt a number of mechanisms to ensure that this requirement is met. This could include the utilisation of its database on community based organisations (CBO's), Nongovernmental organisations (NGO's), political

parties or simply by notification in the monthly water, rates or electricity accounts it sends to ratepayers.

The subsequent section 29 is focussed on the process which is to be followed and includes the consideration and adoption of the draft plan which must be in accordance with a predetermined programme specifying timeframes for the different steps (part (a) under this section). This once again determines that the local community should be consulted around its development needs and priorities and that they should be participants in the drafting of the integrated development plan; and that organs of state, including traditional authorities, and other role players are to be consulted in the drafting of the integrated development plans. This provides a sense of the importance and the emphasis placed on the involvement and consultation of local communities. It can be interpreted as the paradigm shift which has been part of government's operation post 1994 and which is described as a 'bottom up' approach instead of the pre 1994 'top down' approach.

The government is now more adept at hearing first hand from communities about their needs instead of deciding for them. Initially this methodology was a peculiarity for communities, councillors and officials but it quickly gained ground. Communities had to get used to this new culture and their expression of their needs and priorities were a trickle at first, but as their participation realised their expectations. This quickly turned into a flood of needs and priorities. The effect of communities' participation led to a great deal of unrealised expectations and it was an unintended outcome of this process and unfortunately led to unforeseen consequences. Communities felt they were made to believe that by taking part in public participation processes their identified needs would automatically be addressed. Failure by government to address it fully led to major upheavals in certain communities. Evidence of communities' frustrations has manifested itself in riotous behaviour in a number of townships, broadening to other communities. This started as sporadic outbursts during 2006/07. This has manifested into current violent outbursts of what most analysts consider to be the direct result of poor service delivery, whilst this denigrated and became redirected at foreign nationals

within townships becoming the immediate targets of attack. South Africa experienced the worst outburst of xenophobia with large numbers of groups of black African expatriate nationals experiencing brutal attacks on their person and property through killings, maiming, looting, ransacking, murder and arson.

Most commentators attribute these attacks to the total lack of service delivery which have been promised by government to poverty-stricken communities and which were to be addressed through this exact process of public participation. While some of these incidents may be attributed to sheer criminality and mob hysteria, interviews conducted with those involved point to the lack of any meaningful change to their living conditions. They have been part of processes which identified their immediate needs and priorities. Their abject living conditions persisted and these became the major catalyst for their outburst and the spark which ignited the orgy of violence and riotous behaviour. This was analysed as the means communities utilised to redirect their frustrations at government, which they found to be unreachable and operating at another realm. The resultant venting of frustrations targeted the African emigrants in their midst.

Foreign nationals have been accused of taking homes and job opportunities meant for citizens. These areas were all identified through their participation in bona fide government regulated processes. When communities did not experience real and meaningful change after 14 years of waiting for service delivery and which did not seem to be forthcoming in the immediate future, frustration seemingly erupted into violence. Interacting with communities about their needs is a worthy mechanism to enticing participatory government but it is another realm if those needs are not realised. The experience has shown, aspirations left unrealised leads to a powder keg situation just waiting to be lit, a stark and dramatic learning curve for government.

The section also explicitly makes mention that the local municipality must align its integrated development plan within the adopted framework covered under section 27. It could be interpreted as ensuring that the local authority

maintains its focus in respect of service delivery and not deviate greatly from its stated intentions to expectant communities.

The section under article 30 focuses both on the management of the drafting process. It relays the responsibility for ensuring that integrated development planning is given priority in terms of planning and budgetary procedures it is being regarded with by National government. The article indicates that the executive committee or executive mayor of a municipality or, if the municipality does not have an executive mayor, a committee of councillors appointed by the municipal council, must manage the drafting of the municipality's integrated development plan, assign responsibilities to the municipal manager and submit a draft plan to the municipal council for adoption by the council. Integrated development planning is a planning methodology according to which local authorities need to structure their planning and its significance is critical for National government, not wishing to see it being conducted on an ad hoc basis or by a lower level employee, but rather designating it to the highest office within a local authority.

The Municipality also has the support of the Provincial authorities who lends support and monitoring. Section 31 covers this focus and indicates how the Member of the Executive Committee (MEC) for local government in the Province may, subject to any other law, monitor the process followed by a municipality in terms of section 29, assist a municipality with the planning, drafting, adoption and review of its integrated development plan, facilitate the co-ordination and alignment of (i) integrated development plans of different municipalities, including those of a district municipality and the local municipalities within its area; and (ii) the integrated development plan of a municipality with the plans, strategies and programmes of national and provincial organs of state.

The Province further has the authority to resolve disputes or differences in connection with the planning, drafting, adoption or review of an integrated development plan between (i) a municipality and the local community; and (ii) different municipalities. The common practice within municipalities is usually

where communities would compete with each other for service delivery initiatives. They would canvass their councillor or MEC to direct funding to their neighbourhood or ensure their needs and priorities are given preference. South Africa's recent past is sometimes a critical factor in deciding where the development funding will be allocated. Although the latter is a critical factor other scenarios also come into play. Previously marginalised communities interpret the prevalence of higher living standards in adjacent neighbourhoods as continued racial inequality. They would call for services akin to what is prevalent in previously advantaged areas when participating in public participation processes. Their expectations are for the same tree-lined avenues, tarred roads, play parks and other amenities and when it is not forthcoming, these communities embark on protest actions, leading to friction with the Municipality. On the other hand, those living in the previously advantaged areas, wish that the standard of service delivery should be maintained and even improved. In this case again the ratepayer associations they have established, are utilised to put pressure on councillors who represent them. Councillors and officials, some of who live in the affluent areas, also play their part in ensuring either their constituency benefits or they utilise their timely intervention to ensure specific outcomes. In such cases, the timely intervention of the MEC (Member of the Executive Committee) could alleviate a number of bottlenecks in service delivery.

Part 32 of the Act deals with the role the MEC for local government in the province plays in respect of the integrated development plan. This firstly puts the onus on the municipal manager of the municipality to submit a copy of the integrated development plan as adopted by the council of the municipality and any subsequent amendment to the plan to the MEC for local government in the province within 10 days of the adoption or amendment of the plan. The copy of the integrated development plan must be accompanied by a summary of the process referred to in section 29(1), a statement that the process has been complied with, together with any explanations that may be necessary to amplify the statement; and, in the case of a district and a local municipality, a copy of the framework adopted in terms of section 27. The MEC for local government in the province may then, within 30 days of receiving such copy,

request that the relevant municipal council adjust the plan or the amendment in accordance with the MEC's proposals, should the plan or amendment (i) not comply with a requirement of Act 5; or (ii) be in conflict with or not be aligned with or negate any of the development plans and strategies of other affected municipalities or organs of state: or (iii) if the municipality has failed to comply with the provisions as set out in section 29.

The municipality upon which the MEC has found certain contradictions to exist has the onus placed upon it to consider the MEC's proposals and, within 30 days of receiving his request, adjust its integrated development plan or amendment in accordance with the MEC's request should there be a disagreement or objection to the MEC's proposals, the MEC should be furnished, in writing, reasons for the disagreement. In such cases, the MEC will refer the objection to an *ad hoc* committee referred to in section 33, for a decision. The objection will be considered within a period of 21 days. An example of such a scenario plays itself out whenever a different political order in a Council and the Province changes from one political party to a next, as was the case in the provinces of the Western Cape and Kwazulu Natal. This difference in political control between a Metro council / Municipality and the MEC for local government in a province, often leads to the absence of a sound intergovernmental working relationship. In cases where the Municipality and the Province have different political orders leads many times to constant bickering between the mayor of such a Metro council and the Provincial MEC, which inevitably lead to a retardation of service delivery. This scenario played out during the 2007 to 2008 in the furore between Western Cape Provincial MEC for local government, Richard Dyantji and the Mayor of the Cape Metro, Helen Zille during their tenures.

The existence of *ad hoc* committees is covered under section 33 where it is stated that whenever the necessity exists, the MEC for local government in a province must appoint an *ad hoc* committee consisting of members representing local government, the provincial government and the national government to decide on an objection in terms of section 32(3) (b). The MEC appoints the members of an *ad hoc* committee representing: local

government, with the concurrence of the municipality which lodged the objection and any other municipality involved in the dispute; the provincial government, with the concurrence of the provincial organ or organs of state involved in the dispute or in whose functional area the dispute is located; and the national government, with the concurrence of the national organ or organs of state involved in the dispute or in whose functional area the dispute is located.

The section further covers the procedures on how the dispute or objection needs to be dealt with by the *ad hoc* committee. A matter before an *ad hoc* committee is decided if at least two spheres of government agree on the matter. If the *ad hoc* committee rejects the municipality's objection, the municipality must, within 30 days of the date on which the committee has taken the decision and informed the municipality, comply with the MEC's request.

An integrated development plan (IDP) is not drafted for an indefinite time and it also needs to be in conjunction with the needs and priorities of the communities it serves. Section 34 covers the annual review and amendment of integrated development plan where the municipal council must review its integrated development plan on an annual basis and in accordance with an assessment of its performance measurements in terms of section 41; and to the extent that changing circumstances so demand and may amend its integrated development plan in accordance with a prescribed process. The needs and priorities of communities change over time and a constant review of the integrated development plan ensures that such changes are being captured. This allows for the municipality the opportunity to assess whether its service delivery is still in accordance with what is needed in the constituencies the municipality serves.

3.2.4 PART 4 - Miscellaneous

Part 4 covers sections 35 to 37. Part 35 includes the status of the IDP and indicates that an IDP adopted by the council of a municipality – is the principal

strategic planning instrument which guides and informs all planning and development, as well as all decisions with regard to planning, management and development in the municipality. This binds the municipality in the exercise of its executive authority, except to the extent of any inconsistency between a municipality's IDP and national or provincial legislation, in which case such legislation prevails; and binds all other persons to the extent that those parts of the integrated development plan that impose duties or affect the rights of those persons have been passed as a by-law. Therefore it ensures that a municipality does not work diametrically opposed to broader national and provincial strategic objectives. This further ensures that in terms of service delivery foremost in any municipality, priority is given to the poorest of the poor.

During the participatory process of IDP, it is often found that, participation from disadvantaged communities is low. This would mean that input from the latter on their needs and expectations could be non-existent as the plenaries (open public meetings called by the municipality) for giving input, are often held at inopportune times or when public transport for attending is not available. Municipalities usually take the input at such public meetings as the major community input which would mean an absence of input from marginalised and absent communities. A necessity exists for the municipality to ensure national and provincial strategic objectives of service delivery are given priority and that all sectors of society remain informed.

Section 36 states that a municipality must give effect to its integrated development plan and this should not solely be drawn and submitted to the relevant authorities for acceptance and thereafter gather dust or be filed. The municipality must further conduct its affairs in a manner which is consistent with its IDP. Municipalities would then, in ensuring that the integrated development plan is executed, also align its budgets according to the needs as identified during the community participation process.

In the last section 37 of the Act, a number of regulations and guidelines in terms of section 120 provide for or regulate a number of critical matters. The

following resort under these regulations: incentives to ensure that municipalities adopt their integrated development plans within the applicable prescribed period, and comply with the provisions of this Act concerning the planning, drafting, adoption and review of those plans. In a number of occasions this could point to the minister giving preference to municipalities which have adhered to the provisions of the process in respect of the integrated development planning. This could mean that such municipalities would be given more funding which they need to execute their priorities as listed in their IDP process.

The minister would further ensure that the details of the integrated development planning take into account the requirements of other applicable legislation and that the municipalities must take into account the criteria when planning, drafting, adopting or reviewing their integrated development plans. In addition, the detail of the process for the planning, drafting, adoption and review of integrated development plans, should be included. These areas are critical for the success of the integrated development plans and would ensure “buy in” and acceptance of projects and initiatives by communities. The minister will further lay down guidelines for the process of any amendments to the integrated development plan and also the manner in which an objection must be referred to an *ad hoc* committee envisaged in section 33 of the Act.

This section also lays down the manner in which written evidence or documents must be submitted to an *ad hoc* committee, the proceedings of an *ad hoc* committee and any other matter that may facilitate integrated development planning and the drafting and application thereof.

There remains a major onus on the Minister to take into account the capacity of municipalities to comply with a number of the matters listed above. The minister has to differentiate between various kinds of municipalities according to their respective capacities. It needs to be noted that integrated development planning is a fairly new methodology for which a great number of municipalities did not have the necessary capacity in terms of human and financial resources at their disposal. Many municipalities still sit with a number

of critical vacancies, which would inevitably impact on service delivery. These vacancies are attributed to a number of factors, such as better remuneration in the private sector, inexperience of incumbents and lack of incentives to work in rural areas. The result of this is that a situation arose whereby communities' identified priorities and needs were not being executed. Inevitably, this led to major frustrations amongst communities, attributing this to non-delivery of services. The Minister will have to take cognisance of these factors for which the regulations make provision for.

The final part under these regulations and guidelines gives the minister the authority to phase in the application of the provisions of Chapter 4 which place a financial and administrative burden on municipalities. The minister may further determine different dates on which provisions of this Chapter becomes applicable to municipalities. This is done in conjunction with the aforementioned as the minister becomes aware of the lack of capacity or resources within a specific municipality. This could mean that a differentiation between the various municipalities may exist which may, for the purpose of the phasing in of the relevant provisions, be defined in the notice in relation to categories or types of municipalities or apply to a specific type of municipality, as defined in the notice. Different municipalities do not only have differing capacities, but also different tax bases from which they derive their revenue stream. In the case of a greater income stream, they are able to execute more projects faster than those municipalities which have a meagre revenue stream. The minister would take note of such discrepancies and consequently apply the provisions of this Chapter in accordance.

3.3 POLICY FRAMEWORK

3.3.1 Introduction

The IDP is one of a number of processes which strive to transform the South Africa society into a democratic one. In order to achieve this objective the government has enacted a number of legislation pieces. The legislation on its own does not necessarily ensure the objectives are reached. Different authors

have given perspectives on the relationship between legislation and policy. In Fox, Bayat and Ferreira (2006:18) they quote Cloete (1992:80) in this regard; as the government executive and all administrative executive activities have to be based on legislative directives, policy making and law making are parts of the same process. Another viewpoint is that policy making and law are two separate, though complementary, processes. In this view once policy becomes legislation it is no longer policy and that a government, in all spheres, may amend, adapt and terminate policy without necessarily involving the legislature (Fox *et al* 2006:19). This part of the study will focus on the policy context of the IDP. The initial discussion will cover the understanding of what policy entail, the policy process, the different interest groups who play a role in the formulation of IDP policy process.

3.3.2 Policy and the Policy making process

This section of the study will focus on what policy is and how the policy making process evolved, in order to give greater clarity. In Fox, Bayat and Ferreira (2006:19) they state that policy making not only includes the formulation and statement of policy but that in implementation it is stated who should act, what the action should be and the different directives which would make the policy operative. Policies are adopted by governments for different reasons and initiatives. Jones (1977:4) in Fox *et al* (1991:27) considers public policy in four distinct phases, specified means to achieve goals, authorised means to achieve goals, specific actions taken to implement programmes and the measurable outcome of programmes.

In Fox *et al* (1991:30), the author states; the policy process is that complex set of events that determine what actions governments will take, what effects those actions will have on social conditions and how those actions will be altered if they produce undesirable outcomes. This is further elaborated on in that a government has adopted a particular policy and produced a policy statement, does not mean that the actual policy process is complete. The policy must still be implemented and the outcomes of such outcomes assessed. The actions which governments take can be different directions.

Policy directions are usually taken from the perspective of the country's development and the implications of a said policy can be utilised to address different expectations. These could include areas such as poverty, growth and inequality, population growth, comprehensive migration and employment strategy, improvement of agricultural production and rural development. Policy options should be evaluated, selected and adopted to specific needs through a strategic and contingency public management approach Fox *et al* (1991:317-319).

In Browne (1980:15) the author states that it is often said that it is government's job to make policy. This does not mean that government spells out the finer detail for such policy and the responsibilities are left to the officials to design the further details. A purposive course of action followed by an actor or set of actors in dealing with a problem or matter of concern...Public policies are those policies developed by government bodies and officials. Public policies is about a means and ends...where the political functionaries provide the objectives, it is the task of administrators to develop the appropriate instruments. Public policies are those policies developed by governmental bodies and officials (Hill and Hupe 2002:5)

Policy making does not happen in a vacuum. Often the initiative for policy making is taken by an interested party and this can include; legislative institutions (Parliamentary, municipal councils), public officials or interest groups (Hanekom and Thornhill 1986:19). These different groups play a significant role in the establishment of policy and these can be defined as follow;

- Public officials need to come forward with recommendations regarding the desirability, the possibility of implementation and even the political implications of the proposal
- policy is established as the result of problems experienced in the work situation, or because of research that a minister should follow a particular policy direction

- policy is established on the initiative of interest groups operating as pressure groups and include trade unions, personnel associations and other groups. The most prominent parties in policy making still remains the political office bearer and his top officials.

In Cloete and Mokgoro (1995:20) argue that because the public service is possibly the most significant repository of information it will be necessary to ensure that the policy process within the public service should be as open and accessible as possible. There will be a necessity to seek ways to increase transparency, accountability and public participation. They further state that more varied forms of participation in policy making and administrative decision making should be given to the electorate

The Public policy process which are utilised by officials and administrators can be graphically portrayed as follows.

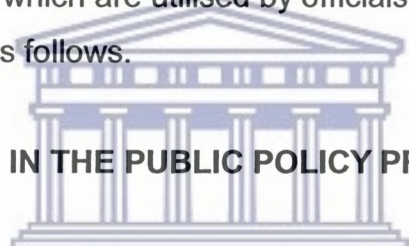



TABLE 3.1 THE STEPS IN THE PUBLIC POLICY PROCESS

| PHASE |  |
|-------------------|--|
| Initiation | Creative thinking about a problem Definition of objectives Option design Tentative and preliminary exploration of concepts, claims and possibilities |
| Estimation | Investigation of concepts and claims Examination of concepts and claims Normative examination of likely consequences Development of programme outlines Establishment of expected performance criteria and indicators www.etd.uwc.ac.za |

| | |
|-----------------------|---|
| Selection | Debate of possible options Compromises, bargains and accommodations Reduction of uncertainty about options Integration of ideological and other non-rational elements of decision Decision among options Assignment of executive responsibility |
| Implementation | Development of rules, regulations and guidelines to carry out decision Modification of decision to reflect operational restraints Translation of decision into operational terms Setting up programme objectives and standards, including schedule of operations |
| Evaluation | Comparison of expected and actual performance levels in terms of established criteria Assignment of responsibility of discovered discrepancies in performance |
| Termination | Determination of costs, consequences and benefits for reductions or closures Editing as necessary and required Specification of new problems created during termination |

(Fox, Bayat and Ferreira 2006:9)

3.3.3 Stakeholders in Policymaking

There are different interest groups who would partake in policymaking and who would wish to ensure that the policy enacted have input were forthcoming from them. Hanekom and Thornhill (1986:17) identified political office bearers, administrators or public officials and pressure groups. In Fox *et al* (2006:39-40) these groups are identified as legislators, political office bearers, public office bearers, the public, (individual citizens, Interest/ Pressure groups/associations), the media, opposition political parties, international institutions and influences.

Fox *et al* (2006:40) determines the roleplayers in public policy as follow;

- Legislators, states that legislators are the primary law makers of a country who holds the legal authority to engage in the formation of public policy
- Political office bearers receive a mandate from the electorate which will be used to inform and shape public policies
- Public office bearers or officials are the receivers and producers of policy problems, play a gate-keeping role and decide what goes onto the policy agenda
- The Public – individual citizen is afforded an opportunity through the election process to shape public policy while interest, pressure groups and associations utilise the collective voice to put pressure on aspects of the policy they would wish to see adapted or changed
- The Media which include newspapers, magazines, radio, television and internet participate in policy making through supplying and transmitting information.
- Opposition political parties monitor and set policy agendas.
- International institutions can prescribe policies and standards which must be adhered to and observed by states.
- Other states: International influences such as globalisation plays a role in policy making on the terrains of economic, political, social and technological developments

3.3.4 Public Participation as a policy instrument in the IDP

Public participation is also sometimes referred to as community or democratic participation by different writers and will be used in the study as such. The IDP is regarded as based on the needs and priorities of communities and therefore communities must be provided with opportunities to participate in identifying such needs (Ismail 2006:24)

Community or public participation is prescribed in different legislation in South Africa. These include the Local Government Municipal Systems Act 32 of 2000, Municipal Finance Management Act 56 of 2003. In Oakley (1989:29) it is described as both a means to an end, and an end in itself. And again Oakley (1989:10) further states that; the results of the participation in the shape of the predetermined targets are more important than the act of participation.

This would also be true for the IDP process, as communities would greatly benefit from participating. Yet if the results of their participation mean noticeable spin offs, in terms of service delivery and improvement to the quality of their lives, this would be a greater benefit. The identified priorities during the IDP participatory process would point to what Oakley (1989:29) describes as 'predetermined targets'.

Paul (1988:2) (Government and Participation) writing for the World Bank, defines Community Participation as; An active process by which beneficiary/client groups influence the direction and execution of a development project with a view to enhancing their well being in terms of income, personal growth, self reliance or other values they cherish. In Fox et al (1991:55) *Public Management*, participation is viewed as; the public manager [realising] that planning efforts will have to take cognisance of the views of the people that are being served. In this sense public planning, even at the managerial level, should generally provide for democratic participation. Public management planning will be greatly enhanced if it makes provision for involvement of relevant constituencies through democratic participation.

Public participation has been proven to be quite appropriate in the current set up in South Africa, as a number of key developments have proven over the past few years of the democratic order. One glaring example of such community dissatisfaction was the spate of community unrests in the towns of Khutsong and Merafong during 2003/04. These are two communities which were unilaterally detached from their existing provinces by the authorities and demarcated and incorporated into a new province. The towns had been part

of the Gauteng Province, but for reasons unknown, the authorities decided to incorporate the town/s into the North West Province. This was much to the dismay and dissatisfaction of the communities' residents, who wished to remain in the Gauteng Province. Numerous meetings from the community's side did not change the authorities' stance of incorporating this area into North West province. The consequences of this perceived unilateral action from government, against the wishes of the community, led to strikes, unrest, disturbances, rioting and school boycotts.

The timely intervention by the National Department of Provincial and Local government (DPLG), Provincial authorities, councillors and National ministers, did not quell the dissatisfaction of the residents. These parties were eventually snubbed and the situation remained unresolved. The situation could have been different had the authorities initially decided to gauge the communities' feelings around incorporation into a new province. This is indicative of what would transpire when communities' wishes are not addressed through participatory exercises. This is but one of a number of such instances of civil unrest during this period. Other areas have also experienced examples of civil strife as communities become frustrated at the lack of service delivery, despite their participation at IDP processes, provincial and National imbizos (a Xhosa word for public participation processes or big community meetings. Fox et al (1991:46); planning experiences constraints in the politicised and turbulent public sector environment.

Public or community participation is a key and critical element within the realm of the IDP process. Constant and continuous interaction between different parties is not only a prescribed phenomenon, but it gives legitimacy and 'buy in' to the whole process. There is a need to ensure that there is constant interaction between the parties involved. This would mean that community and stakeholder forums are established, that forums are representative and inclusive. Communities and stakeholders should also have the liberty of attending council meetings and be given the opportunity to impact on the IDP process and especially the budgetary planning process.

Ismail (2006: 24) indicates that in 2000, the National Department of Provincial and Local Government (DPLG) proposed that every municipality establish an IDP Representative Forum. This would apparently encourage active participation from communities and stakeholders. These forums, it goes on to declare, should consist of members of the Executive committee of the council, councillors, traditional leaders, ward committee representatives, heads of departments and senior officials from the municipality and government departments. Also included in these forums would be organised stakeholder groups, those who fight for the rights of unorganised groups (rights activists), resource people or advisors and community representatives (RDP Forums).

Once a municipality has gone through such a process of community participation, it would be easier to access funding from other levels of government. In Ismail (2006: 23) he states that government departments and private investors are more willing to invest where municipalities have clear development plans. Proof of the process of community participation would also increase the acceptance of projects by the communities, as they would feel they have been part of the decision-making process. Through the active participation of all the important stakeholders, decisions are made in a democratic and transparent manner. This helps to strengthen democracy (Ismail 2006:23).

3.4 CONCLUSION

The Chapter has now given a clear insight into the IDP policy and legislative frameworks which provide important guidance to the process. The MFMA has also provided clarity on the budgetary cycle which has to be adopted in the process. In the next Chapter the focus will be on the case study of Stellenbosch municipality and how the implementation of the IDP has been adopted in terms of the 5-C Protocol. The following chapter will commence with an overview of the municipal characteristics and the legal and policy framework which the municipality has adopted within its structures and IDP process.

CHAPTER 4

THE INTEGRATED DEVELOPMENT PLANNING PROCESS IN THE STELLENBOSCH MUNICIPALITY

4.1 INTRODUCTION

This Chapter will focus on the IDP in Stellenbosch (WC024)* and utilise the 5-C Protocol as an analytical tool to assess the policy implementation in this study. The implementation model will be the guide according to which an assessment will be made of whether the IDP has successfully derived the objectives it set out to achieve. The Chapter will be done in two parts where the first part will commence with an overview and background as well as a short profile of the municipality and structure. The second part of this chapter will focus on an assessment of the municipality's implementation process being measured in terms of the 5-C Protocol

4.2 BACKGROUND AND OVERVIEW OF THE MUNICIPALITY

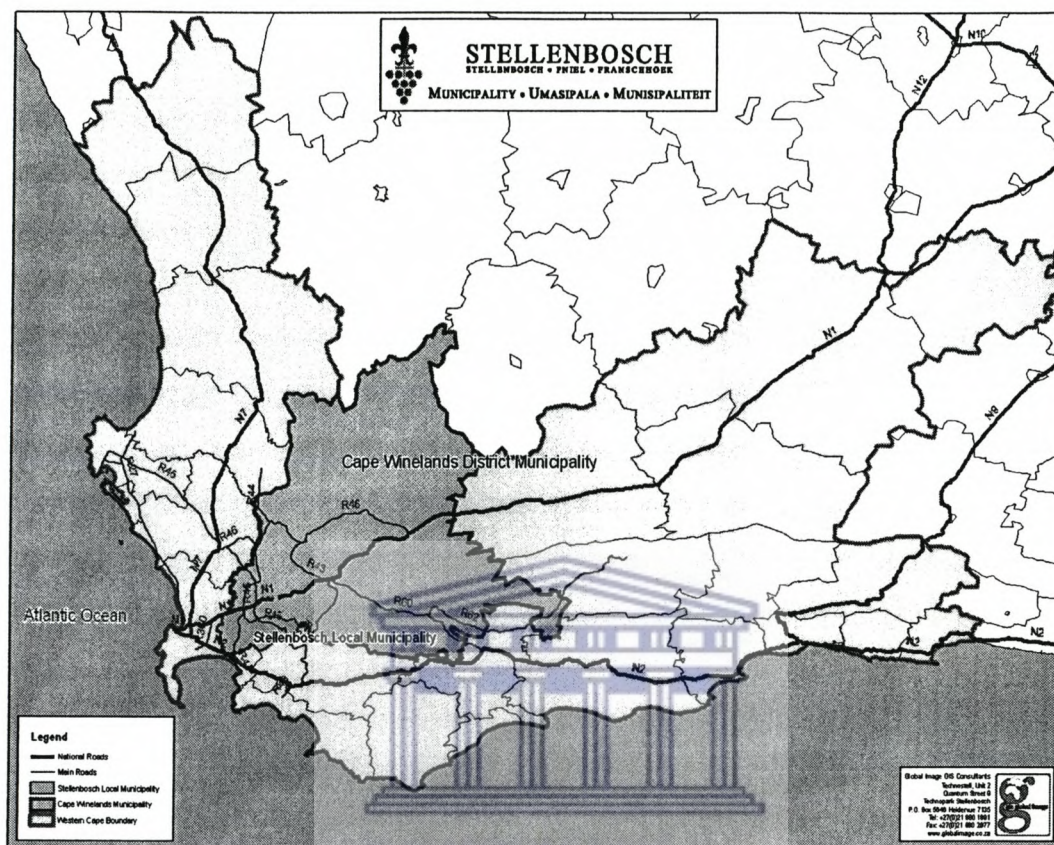
Stellenbosch, as most other South African cities and towns, has a history which is inevitably linked and greatly influenced by the pre democratic political dispensation. The influence of the political history is still very much evident in the town and this still plays a significant role in the daily lives of the citizens. Stellenbosch is not very different from most cities and towns across the country and the scars of Apartheid planning are still evident and felt on a daily basis. The different sections of society in this town are still greatly divided and fractured. In the publication: Stellenbosch Municipality (2009:1) it is stated that; "Stellenbosch is this, but also much more. It is a municipal area, like most areas of the country, which is dealing with its divided past and the legacy of discrimination and exclusion.*

* The Stellenbosch IDP, known as the WC024 that stands as the numerical number by which the municipality is categorised within government.

Stellenbosch still bears the yoke as the birthplace of Apartheid planning. There is consensus that this was where the sharpest minds of the oppressive system, the architects and domain of the system's intelligentsia, were educated. Stellenbosch is a town which is trying to rid itself of its history, trying hard to off set the yoke of its oppressive past. Evidence of this past remains and it is in the form of such pockets of forced removals of disadvantaged communities from Central Stellenbosch to areas such as Idas Valley, Cloetesville, Khayamandi, Kylemore etc. The post Apartheid political dispensation has greatly focussed on trying to address the injustices. Through the implementation of the IDP the Municipality is energising an approach to assist in the eradication of past inequalities. Mayor Patrick Mxolisi Swartz states in his opening remarks that; "We owe it to all our people and, more so, we owe it to many who have paid the highest sacrifice in the struggle against oppression, subjugation and deprivation". Stellenbosch Municipality (2009:4)

The Municipality has had its fair share of political shenanigans during the immediate democratic past. Different political parties have held sway over the political order at different times during the past decade and a half. Whenever the political order changed, the bureaucracy similarly changed and this impacted on a lack of service delivery to communities. This consequence is but one of a number of factors which impacts on the importance for the Municipality to ensure that it implements a successful IDP process.

MAP 4.1: ILLUSTRATION OF THE GEOGRAPHICAL AREA OF THE STELLENBOSCH MUNICIPALITY



Integrated Development Plan: 2007–2011
 (Publication: Stellenbosch IDP Plan 2008:7)

4.3 SALIENT FEATURES OF THE STELLENBOSCH MUNICIPALITY

The Stellenbosch Municipality (2009: Chapter 4:1) gives a synopsis of the Stellenbosch Municipal area as;

The thirteenth largest urban economy in SA. It comprises a land surface of about 900 km². This area contributes an estimated R3.9 billion to the Gross Domestic Regional Product of the Cape Winelands District (or 26.5% of the GDRP). As in any other society, development planning in Stellenbosch takes place against a backdrop of diverse needs, conflicting realities and competing social interests. As

elsewhere, this IDP must be mindful of the existence of “a complex institutional framework, and will be shaped by major tensions and power relations” in the broader Stellenbosch. This area is home to people of different racial backgrounds, who sometimes have directly opposing political persuasions, and invariably with contrasting social and religious orientations. Here one will find historical sites or areas of great significance, co-existing with modern developments. In addition, this area includes of a number of traditional rural villages, with their own social dimensions and challenges.

The communities which make up the population of the Stellenbosch Municipality consists of diverse communities who are at different ends of the educational, political, social and other spectrums. The importance of implementing a successful IDP becomes a strategic process to assist the Municipality to eliminate the gross inequalities which are still prevalent and on the increase. The complexities are real and it is stated by the authorities as;

Another important element of this complex reality called Stellenbosch is the change in the spatial economy over the last decade. Among these changes are: rapid population growth over a ten-year period the population has doubled between 1996 and 2007; significant social and economic changes relating to employment, food security and housing, partly fuelled by the downturn in the global economy; increasing demand for developments of a commercial nature, with subsequent pressure on prime agricultural land; an increasingly vibrant civil society, resulting in a much deeper engagement with the municipality; changes in the political administration of the town, giving rise to a sustained focus on service delivery for the poor and the vulnerable Stellenbosch Municipality (2009: Chapter 4:1)

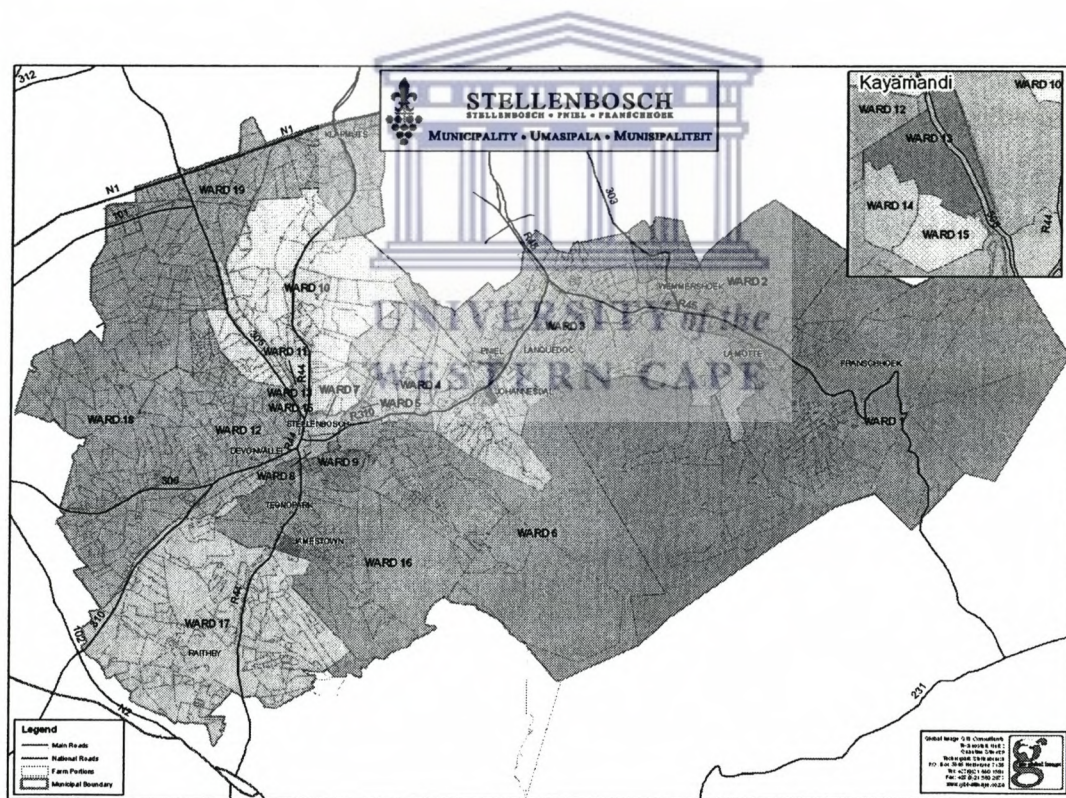
4.4 THE POLITICAL STRUCTURE

The Stellenbosch Town Council consists of 37 councillors, of which 19 were elected directly as ward councillors and the rest were elected on a

proportional basis for their respective political parties. The principal decision-making body of the Council is the Mayoral Committee (Mayco) which consists of the Executive Mayor, the Deputy Executive Mayor and six councillors. The members of the Mayoral Committee and the Speaker are deemed to be full-time councillors and the councillor spread is: ANC 17, KCA 1, Independent 1, DA 14, ACDP 2, UDM 1, ID 1 (2009).

The municipality's political leadership is headed by Alderman Patrick Swartz as the Executive Mayor, Councillor Cameron Mchako as the Deputy Executive Mayor and Councillor Gordon Pfeiffer, the Speaker.

TABLE 4.2: ILLUSTRATION OF THE DIFFERENT WARDS IN STELLENBOSCH



The Different Wards system in Stellenbosch (Publication Stellenbosch IDP 2009)

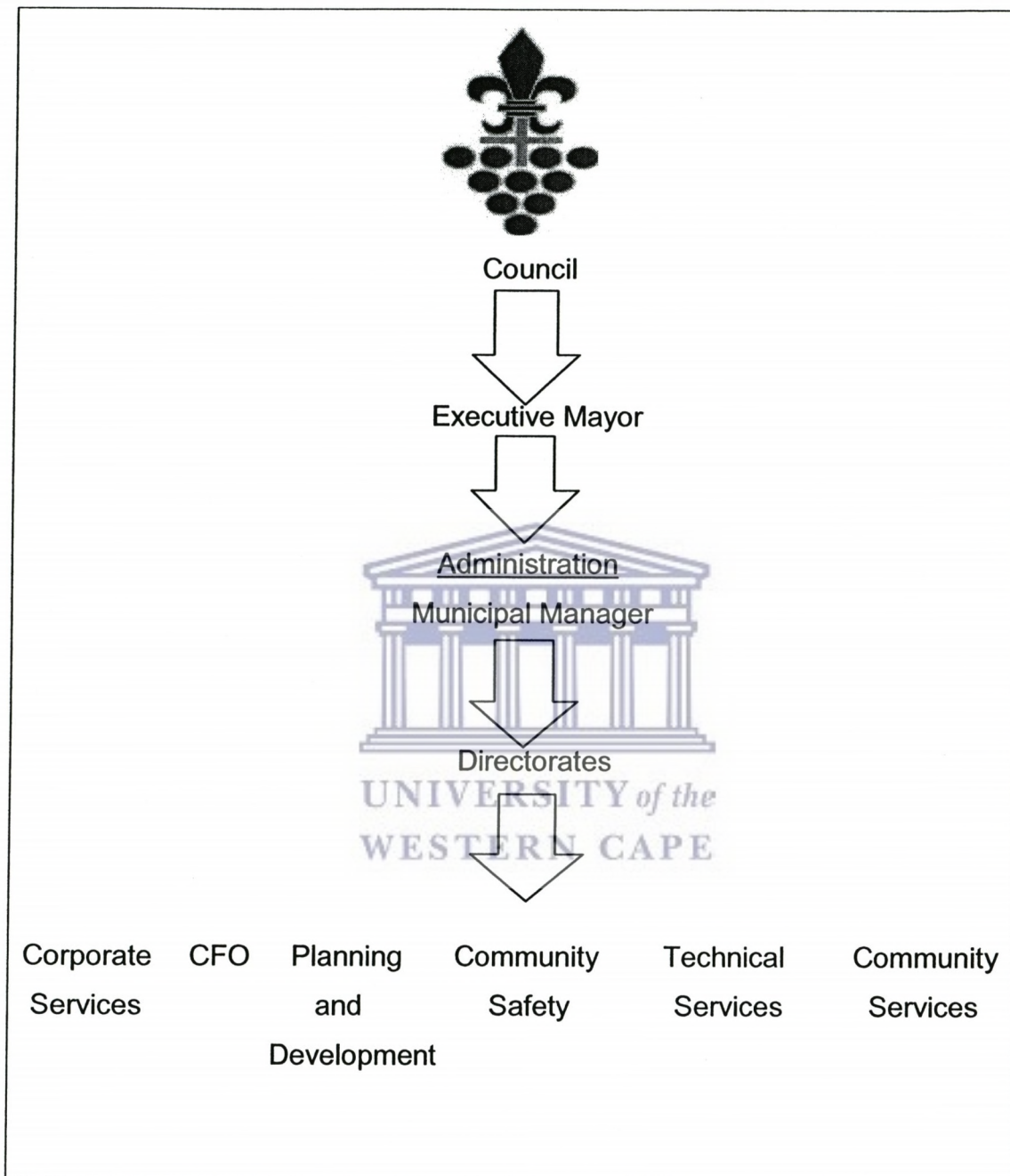
4.5 THE MUNICIPAL BUREAUCRACY

The Stellenbosch Municipality bureaucratic structure is made up as follows; The current structure for the bureaucracy is led by the Municipal Manager, Ian Kenned assisted by directors; Ronnie Lottering (Community Safety), Mark Bolton (CFO), Marx Mupariwa (Planning and Development), Sabilah Hlanganisa (Corporate Services), Michael Rhoda (Technical Services), Hanlie Linde (Community Services) (Stellenbosch Municipality (2009, Chapter 1 :3).

Each of the directors heading a directorate is accountable to a political portfolio head which was a Municipal councillor. These political portfolios were headed by the following Councillors; John Anthony headed Directorate Planning and Development, Myra Linders headed Community Safety, Mzolisi Oliphant headed Human Settlements, Sophia Gordon (Financial Services), Alicia Mgijima (Technical Services), K Shubani (Community Services) and Cameron Mcako headed Corporate Services. The different directors were supported by a staff complement within their directorates. The staff complements within a specific directorate were appointed on their specific competencies and specialist knowledge they were equipped with.

The diagram in Table 4.3 gives a graphic illustration of the organogram of the bureaucratic structure in the Municipality.

TABLE 4.3: ILLUSTRATION OF THE STELLENBOSCH MUNICIPAL BUREAUCRACY



Stellenbosch Municipality IDP Publication (2009:7)

4.6 THE STELLENBOSCH MUNICIPALITY IDP MANDATE

The Municipality's Executive Mayor, Patrick Maxolisi Swartz, states that he sees the IDP as the heartbeat of the municipality's developmental mandate. There are different areas which the municipality have identified and will focus on; that the IDP is viewed as a people-driven process through which the eight principles of Batho Pele will be given concrete meaning. The various institutions and organisations schools, churches, crèches, sport and youth organisations will ensure the people are engaged in the IDP and the budget geared towards reaching the collective will of the people of Greater Stellenbosch. The municipality will also invest in informed and highly skilled technical leadership to chart the way forward for Greater Stellenbosch well into the future. It is also drafted in such a way that sustainable development is not negotiable, that strategies around integrated human settlement, local economic development and infrastructural planning are taken seriously. It further focuses on other higher order plans and these will be taken into consideration when the IDP is discussed and implemented IDP Publication (2009:1)

Mayor Swartz states in the foreword message of the Stellenbosch Municipality (2009:1);

This IDP reflects on the key challenges we collectively face, whilst it celebrates the advances we have so steadfastly made over the past few years. The main focus of the document remains centred on our theme of 'Living the Future Today'. At a practical level the IDP is an expression of our core objectives, our constitutional obligations and our comprehensive vision for our town. Development planning is of course rooted in very complex social realities, often with diverse needs and competing demands. This document continues on the path of synergy and common ground, trying to entrench the fine balance between our rich cultural heritage, development pressures and natural treasures, as well as opposing social and political trends.

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As always, integrated development planning requires sustained input from civil society. We are still dependent on the views and needs of our people, and the guiding principle even this year is meaningful engagement. All the inputs received from the public were considered in this review, consistent with the tradition of previous years. In addition, I have developed the Let's Get Stellenbosch Talking Campaign, as a platform for continuous engagement with civil society partners. Over and over again, in the various meetings and in the many submissions to us, the people of Stellenbosch have forcefully voiced their aspirations and hopes for our town. These range from basic needs such as housing, sanitation and water, to job creation, education and the protection of our natural heritage. These submissions enjoin us to craft an IDP consistent with real needs, within the scope of our available resources.

4.7 ASSESSING THE STELLENBOSCH INTEGRATED DEVELOPMENT PLAN (IDP) IN TERMS OF THE 5-C PROTOCOL MODEL

4.7.1 Introduction

This part of the Chapter will assess the IDP in Stellenbosch by applying the selected theoretical model, which is the IDP 5-C Protocol. The different critical variables which are identified by this model include content, context, commitment, clients and coalitions, as well as communication and which are interlinked will be utilised as the assessment tool. The input against which the Municipality will be assessed in terms of the 5-C Protocol and covered under this section of the study is derived from different sources and include the official municipal IDP Publication: 2nd Generation - Revision 1 (2008), IDP Publication Revision 2nd Generation – revision 2 (2009) and electronic CD format IDP Publication 2nd Generation (2009).

4.7.2 Context

In Cloete *et al* (2006:198); the focus is on the institutional context and which are like the other four variables, shaped by the larger context of social, economic, political and legal realities of the system.

The municipality is structured in different directorates which are geared to ensure that the objectives of the IDP are realised. These directorates as depicted in illustration 4.4, are; Municipal Manager's office, Technical Services, Community Services, Corporate Services, Public Safety, Financial Services, Planning and Development. Each directorate is under the direct auspices of a political portfolio head from the political party which is in power. The political head has the support of a Director, who is the bureaucratic head for the directorate and oversees the directorate. The Director also ensures that the objectives of the directorate are implemented and that the officials under his auspices attend to the objectives. During the 2008 period the Stellenbosch Municipal Council adopted a macro – organisational structure. This was done to create a “flat” organisational structure which could easily be linked to the portfolios of the Mayoral Committee members, be more responsive to customer needs and be more economical and focussed on the development goals of Council (Stellenbosch IDP Publication 2009 Chapter 1:2)

The political representatives or councillors are further assisted through the existence of ward committees within a particular ward and which work closely with the ward councillor and assist with ward based planning. Ward – based planning is a form of participatory planning designed to promote community action...helps speeds up the implementation of the IDP (IDP Publication 2009:10). The input from these committees is fed back to the officials, who include such information in the projects and priority lists for such wards. The institutional context is influenced by the macro factors social, economic, political and legal circumstances and structures within the incumbent municipality can change whenever these factors, changes. In Chapter 5 we

will relate how such factors have influenced the municipal context in Stellenbosch.

4.7.3 Content

Different authors have attributed different meaning to the variable of content. Some have defined content as government policy as characteristic of being distributive, regulatory or redistributive, while others have described content as a coercive tool utilised by governments. (Cloete, Wissink and De Coning 2006:196/197). Pressman and Wildavsky (1973:xv), viewed implementation as “a seamless web...a process of interaction between the setting of goals and actions geared to achieving them” and in Cloete, Wissink and De Coning (2006:198) mediating this choice of ends means the content of policy. We will now assess whether the Stellenbosch has set their goals and what actions they have geared towards achieving them.

The Municipality has set the following goals; basic service delivery and infrastructure development, local economic development, social development, community safety, planning, heritage and environment, municipal transformation and institutional development, municipal viability, good governance and community participation. In order to reach these objectives the municipality has structured the bureaucracy into the Municipal Manager's office, Technical Services, Planning and Development, Community Services, Financial Services, Corporate Services and Public safety. Each department has drafted their IDP implementation plan and this covers the baseline assessment they have made, identified delivery challenges, listed their key initiatives and targets and the programmes and plans on how the different sectors within a specific department would realise their targets.

The key targets and priorities have been identified through a public participation process and were then coupled to a projected budget and timeframe (Stellenbosch Municipality 2009:20). Some of the priorities which are listed; sustainable economic development and the creation of employment opportunities in the commercial and industrial and agricultural sectors (with

special reference to land reform as a vehicle to assist in employment generation) building civic pride, dignity and a united town and region, secure water supply, energy efficiency, integrated human settlements, regional and spatial transportation, health care, crime prevention, youth and gender issues.

During the 2008 / 09 IDP cycle this process for the municipality can be depicted as follows;

TABLE 4.4 ILLUSTRATION OF THE IDP CYCLE IN STELLENBOSCH MUNICIPALITY

| Date | Action and Process towards achieving of set goals |
|---------------------------|--|
| August 2008 | Approval of time schedule for whole financial year showing of actions related to budget process |
| September to October 2008 | Community input, financial analysis, performance analysis and organisational analysis |
| October to November 2008 | Mayoral Campaign with interest groups (clients and coalitions) include; CBO's, NGO's, Formal and informal business, churches, Stellenbosch university, elderly groups, environmental groups, safety and security etc |
| November 2008 | Determining strategy- vision and mission, future directions, key performance areas, strategic objectives |
| January to February 2009 | Programmes, projects and draft budget submission |
| March 2009 | Draft IDP and budget consideration before Council |
| April 2009 | Submission of draft IDP and budget for comment and submissions |

In Chapter 5 we will discuss the content in terms of the realisation of the goals and different stakeholders will be interviewed to relate whether the content variable has been achieved.

4.7.4 Commitment

A policy may pass the appropriate tests of cost-benefit analysis and the bureaucratic structure may be in place to implement the policy, but if the responsible people who are supposed to implement the policy are unwilling or unable to do it, then nothing will happen. Commitment is further influenced by all levels through which policy passes and will also influence and be influenced by the other variables (Cloete *et al* 2006:198 – 199).

In the above definition we can immediately determine the influence of the previous two variables (content and context) on commitment. We can now determine that the Stellenbosch municipality has set the goals and actions to achieve such goals, created the institutional capacity to execute such goals, which now brings us to the commitment from responsible people within institutions to execute such goals. The directors in all the different departments/directorates within the Stellenbosch municipality have been appointed. After appointment there would be a real urgency for such directors to ensure that their directorates are appropriately staffed. This has however not been done in the speediest manner possible and certain directorates have indicated in their baseline assessments that they have a shortage of qualified and experienced staff, as well as lack of funding (Stellenbosch Municipality IDP Publication 2009 Chapter 5:14).

There is a difficulty in determining whether the responsible people for implementing the policy are deliberately not implementing such policy or are unable to do it. There is however perceptions from certain quarters that certain staff members are not necessarily buying into the new political

philosophy and these have been noted in Chapter 5. The municipality does however note that in the human resources and organisational transformation there were notable successes. These include; facilitation of strategic engagements with Council, Mayco and senior management in order to review the strategic thrust of the organisation, redesign of the organisational structure, appointments in line with EE numerical goals and targets, conclusion of an organisational rights agreement with the unions, South African Municipal Workers Union (SAMWU) and Integrated Municipal and Allied Trade Union (IMATU), Adult Basic Education and Training (ABET) of employees, grooming of prospective managers and upkeep of staff records (Stellenbosch Municipality IDP Publication 2009 Chapter 5:10).

This variable, commitment, also has two further propositions; that commitment is important not only at the 'street level' but at all levels through which policy passes and secondly that commitment will influence and be influenced by all the four remaining variables (Cloete, Wissink and De Coning 2006:199). In the Stellenbosch Municipality IDP Publication 2009 Chapter 1:6 this is set out as follows; one of the key priorities of government is to make sure that government as a whole work together, improve the impact of its programmes and work towards achieving common objectives and outcomes, particularly with respect to economic growth for job creation and addressing the needs of the poor. This calls for a shared approach to planning and alignment between the National Spatial Development Perspective (NSDP), the Provincial Growth and Development Strategy (PGDS), the Cape Winelands District Growth and Development Strategy (DGDS) and the Municipal IDP. In ensuring the development mandate is adhered to the comparison of policy imperatives in the Greater Stellenbosch Municipal IDP with policy imperatives in the DGDS, PGDS and the NSDP becomes important. The ideals and targets identified in the IDP gives expression to the important priorities and targets set out by government on a national, provincial and district level.

4.7.5 Capacity

The variable of capacity refers to the availability and access to concrete or tangible and intangible resources. The tangible resources will include human, financial, material, technological, logistical etc. while intangible resources refer to areas such as leadership, motivation, commitment, willingness, courage, action. The different environments of political, administrative, economic, technological cultural and social must also be conducive to successful implementation (Cloete, Wissink and De Coning 2006:199).

The Municipality has made significant strides in ensuring the different resources are identified and optimally utilised. In terms of the financial capacity, Stellenbosch municipality is ranked as the 13th largest urban economy in South Africa, with a large manufacturing sector (20%), followed by a wholesale and retail sector (18%) and a personal service sector (15%) (Stellenbosch Municipality IDP Publication 2009:5). The Auditor General (AG) issued an unqualified audit report to the municipality for 2007/08 financial year, while the financial statements were submitted in line with the MFMA, projects were evaluated and reprioritised (Stellenbosch Municipality IDP Publication 2009 Chapter 5:8). These were some of the financial resources which make the financial position of the Municipality fairly sound.

In terms of the human capacity within the Municipality, a base assessment was made of the current staff complement and the transformation programme was brought into line with this complement. This led to the identification of certain areas and addressing of others; scarcity of staff in the organisation, further development of the Collaborator document management system, implementation of the new Pay-Day electronic Human Resource Information System, facilitation of a complete audit of staff records, finalising of Section 53 role clarification of political office bearers and senior officials (Stellenbosch Municipality IDP Publication 2009:70). The Municipality has established an IDP office, which is responsible for overseeing the IDP framework and process. The IDP office (IDP office and Strategic Programmes) is staffed by the IDP Manager and assisted in his duties by IDP officers and Community

Participation officers, who work with communities on IDP related issues. Part of the IDP Manager's responsibility is to ensure that all the identified projects are grouped under their respective directorates. The Stellenbosch IDP Revision publication, which gives a complete rundown of the different IDP projects the directorates intend addressing, is revised on a regular basis by the Office of the IDP Manager.

The Municipality has also reached out and canvassed for appropriate and relevant expertise from outside the organisation. A relationship was also struck with the University of Stellenbosch (US) through the "Reinventing Stellenbosch" initiative in 2007 between then Executive Mayor, Willie Ortell and then rector, Professor Chris Brink. A Memorandum of Understanding (MOU) was signed thereafter between the rector and new incumbent Executive Mayor Lauretta Maree. The areas which were incorporated included; institutional (community interaction), research (sustainability and biodiversity, integrated human settlements, public transport, land reform, spatial planning etc) operations (all maintenance issues, facilities management) and sustainable resource allocation (energy, water and waste consumption, procurement etc) (Stellenbosch Municipality IDP Publication 2009 Chapter 4:10).

The technological capacity within the Municipality is further very well established. The Municipality has a technical services directorate which covers the provision of a number of services. The economic performance of the Municipality has led to tangible benefits to the residents in terms of improved infrastructure and services. This has now led to benefits to the communities such as housing whereby the Municipality hopes to achieve a 95% success rate in supplying a formal dwelling to all residents. The Municipality supplies electricity, water provision to the majority of inhabitants, sanitation and refuse removal Stellenbosch Municipality (IDP Publication 2009: Chapter 2:6-7)

4.7.6 Clients and Coalitions

This variable has as task the determination and cataloguing the influential clients and coalitions from the larger cast of characters during implementation (Cloete, Wissink and De Coning 2006:199)

The role of clients and coalitions within the Municipality is determined during the IDP process through what is termed the public participation or community participation process. In the Stellenbosch Municipality IDP Publication 2009:1 the Municipality commits itself to review the IDP annually in consultation with communities and stakeholders. These stakeholders are identified in the Mayoral 'Let's Get Stellenbosch Talking' public participation campaign as; NGO's, CBO's, Education, University of Stellenbosch, formal and informal business, environmental groups, Elderly, youth and women, churches, Safety and Security, People living on the streets, Organised farming etc. (Stellenbosch Municipality IDP Publication 2009 Chapter 1:5). The aim of this campaign was to establish and maintain a working relationship with key stakeholders and the community.

The Mayor also wanted to be regarded as an "out of office" mayor. The prime focus however was service delivery as per planned budget and seeking ways of addressing the immediate needs of communities, while working to overcome medium and long-term challenges. The Municipality has set these aims to ensure specific outcomes are realised amongst which are; showing that the Municipality is serious about service delivery, building and maintaining effective relationships with key stakeholders, creating a platform for public/private partnerships with key stakeholders, creating a platform where stakeholders can present their challenges and opportunities to the Executive Mayor, linking or aligning municipal programmes with stakeholders, encouraging participatory governance, strengthening the voice of civil society's and other stakeholders. Public participation came in the form of public meetings, hearings, workshops, mayoral breakfasts sessions, sector engagements and ward consultations (Stellenbosch Municipality IDP Publication 2009: Chapter 3:1)

We have also noted the linkage of clients and coalitions with the variable of content earlier where the municipality would identify all the relevant roleplayers, which would play an influential role. There are different roleplayers (clients and coalitions) and some would play a more determining role than others. The municipality does well in identifying which of these are the more influential and can play a more significant role during the public participation process. We have once again seen under the variable of capacity, how the Municipality and Stellenbosch University (US) have struck a cooperative agreement to relay capacity to the municipality. The focus of this coalition was to reflect on areas of cross-sectoral issues that are of significance to both the University and Municipality.

In order to enhance this relationship the University coordinated a workshop in December 2008. The workshop came up with the objectives; of developing a 20 year research strategy aimed at building desired systems resilience and capacity to adept to change, identify priorities for research and intervention aimed at addressing the most pressing human needs and environmental challenges, co-develop a model for the Stellenbosch Municipal Area as a complex socio-ecological system as a framework for collaborative, cross disciplinary research and to secure the commitment of knowledge – producers and knowledge –users with an interest in the Stellenbosch Municipal District. (IDP Publication 2009 Chapter 4:10). The University and municipality formed a formal partnership known as the Stellenbosch Strategic Support Unit (SSSG) that will provide support to the Municipal Manager's office via the SSSG. The SSSG will; provide strategic support to the priorities identified by the Executive Mayor, mobilise resources at the University and wider stakeholders to support these priorities, act as “secretariat” for the proposed “Cooperative Governance” forum and raise funds to sustain the ongoing work of the SSSG. We will further relate in Chapter 5 how different roleplayers perceive their influence when partaking in the public participatory process.

The mechanism of ward consultations was conducted through ward committees to reach specific communities within a specific ward; “ward –

based planning is a form of participatory planning designed to promote community action, with clear linkages to the IDP” (Stellenbosch Municipality IDP Publication 2009 Chapter 3:1). There are 19 wards (Illustration 4.3) and each has an own ward committee. The ward plans will not only assist the municipality with achieving its long-term vision of having an equitable and improved quality of life for all its citizens, but also ensure that the IDP objectives become the collective responsibility of community members, ward councillors, ward committees, the business community, non governmental and community-based organisations and all other stakeholders (IDP Publication 2009 Chapter 3:1) This mechanism helps to mobilise communities and citizens so that they take the responsibility for their own destiny, while speeding up the implementation of the IDP. Ward committees ensures that more clients and coalitions are reached in terms of public participation.

4.7.7 Communication

Professor Petrus Brynard in his paper entitled; Policy Implementation: Lessons for Service Delivery (2005) states; It could be argued that communication is an integral part of all the above mentioned variables, but is also worthy to single out because of the importance of communication. South Africa has 11 languages with English as an administrative language. The importance of communication as a variable of policy implementation has become more focussed.

Communication takes on different forms; internal and external communication, electronic and print communication, translation and interpretation, public and official communication etc. This variable is inextricably linked with the other 5 previously discussed. We have seen that for the Executive Mayor to initiate his campaign (Let's get Stellenbosch Talking), he will have to inform and communicate with all the clients he hope to have dialogue with. The municipality also utilised this variable when the invitation to communities, and sectors were communicated to get involved in the IDP. This was done in all local languages and communicated through the press, community

organisations, pamphlets and notices in public places (Stellenbosch Municipality IDP Publication 2009, Chapter 3:1)

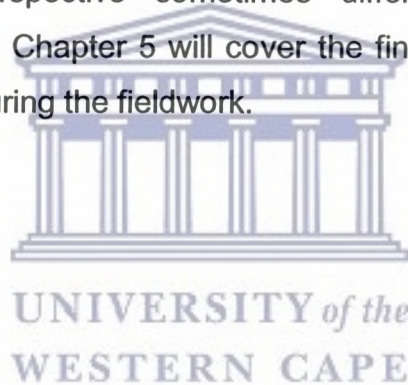
The different directorates have all seen the importance of clearly communicating their different strategies to the key stakeholders. In the case of Local Economic Development (LED); it has become important that the Stellenbosch community has a common understanding of the area's economic profile and that this is communicated and marketed to all roleplayers, including the private sector, government and civil society. This would not create undue expectations from different roleplayers and also cover the variable of capacity and focus on material, human, logistical and other tangible resources. (Stellenbosch Municipality IDP Publication 2009, Chapter 4:4)

In terms of the information and communications technology, the municipality has initiated a pilot broadband project which is also known as the Stellenbosch Community Network (SCN) and which was due to be completed in the latter part of 2008. The pilot phase was completed in collaboration with Stellenbosch University and authorised users now have access to the municipality and university network. A website has also been created (<http://www.scm.za.net>) with the aim to facilitate and communicate with the members of the community. The web content and maintenance are to be done by a web administrator. Another development that the municipality will embark on is to appoint a private partner who can provide further infrastructure and internet access to the community. The improvement of the telecommunications infrastructure will enable the use of converge technology, which will allow for more cost – effective and efficient communication within the municipality and with the outside world, while resulting in enhanced employee productivity and improved service delivery (IDP Publication 2009 Chapter 5:11). The daily internal communications within the municipality are further conducted through meetings, electronic communications, notices, newsletters, internal post, messenger system etc.

4.8 CONCLUSION

The 5-C Protocol has now been compared to the implementation of the IDP within the Stellenbosch municipality. There have been a number of areas in the context of the IDP which have corresponded with the different variables of the 5-C Protocol, though similarly there have been other areas which have corresponded somewhat differently. There could be valuable lessons which could be learned from this comparison, but even more so when the very communities on which this process is applied to relate their experiences.

We will use this learning experience and apply it in Chapter 5 by interacting with the different stakeholders in order to gauge how they assess the implementation of the IDP. One of the key learning experiences has been that the theoretical perspective sometimes differs from the practical experience. The following Chapter 5 will cover the findings of the interaction with stakeholders done during the fieldwork.



CHAPTER 5

FIELDWORK RESULTS AND RESEARCH FINDINGS

5.1 INTRODUCTION

This Chapter will focus on the research findings and the fieldwork results of the study and includes the results of the interviews that were conducted with different stakeholders and interest groups. The results of the interviews were conducted with identified officials, politicians, individuals and organisations involved in the IDP process. A number of observations need to be made about the fieldwork.

The researcher set out to conduct the fieldwork with as broad a spectrum of stakeholders as possible. Eighteen respondents from a cross spectrum of stakeholders were identified and supplied with questionnaires. The approval to interview the councillors and officials as respondents was first sought from the Municipality. The respondents were also canvassed on their availability and their willingness to participate in filling in the questionnaires. Eighteen respondents (18) were identified from across the spectrum of different stakeholders. In other cases some of the respondents preferred to conduct their interaction through a personal interview.

The researcher was sensitive to the availability of the respondents within the Municipality and this necessitated an approach which would be accommodating to their availability. Despite their obvious volume of work the respondents reciprocated with answering the questionnaires and availing themselves to assist through personal interaction with the researcher. In some cases a dedicated employee was designated to assist with the supply of information within some directorates.

The main focus of the interviews was to gauge how the different respondents have experienced the implementation of the IDP in Stellenbosch. The research findings are compared to the 6 variables of the 5-Protocol plus

Communication. After having covered the different areas of the theoretical, legislative and implementation stages of the process in the previous Chapters the research findings and fieldwork results are given in this Chapter.

5.2 FIELDWORK RESULTS ON THE CONTENT OF THE IMPLEMENTATION OF THE IDP IN STELLENBOSCH

5.2.1 Introduction

The fieldwork responses in this section of the study is correlated and presented in such a manner that they can be matched as far as possible with the different variables of the 5-C Protocol.

5.2.2 Perspectives from Officials

The first response to the assessment in terms of content, from one of the key officials in the Municipality, was that the implementation could not as yet be described as a success. This was due to the fact that there was not a real impact or meaningful change which could be measured in the communities with really critical needs. Although the IDP managed to change the focus of Municipal spending, these did not (yet) manage to make a substantial difference in the lives of the 'poorest of the poor'. If this situation is applied to Cloete, Wissink and De Coning (2006:196); who states that policy is characterised as distributive, regulatory or redistributive, then this is surely not happening, redistribution has not materialised, if read in the context of the above comments raised by some officials. One official stated that the successful implementation of the IDP is totally dependent on the commitment of line functions departments to make the process work.

One of the officials indicated that while there was some amount of success, the needs of communities should be linked to the limited resources available as this is greatly influenced by the operational costs of ensuring sustainable projects. This translates into the understanding that the Municipality cannot embark on major capital expenditure projects only to find that such projects

cannot be maintained due to lack of matching funds from Provincial and National government. The Municipal rates and tax base is already over extended and a further financial burden cannot be placed on communities. Another of the officials claimed that while the process was mostly successful, there were always areas which could be improved upon. According to him, the DP process was however, well-executed in most wards.

5.2.3 Perspectives from Councillors

One councillor, who changed her political alliance, found that while there had previously been non-delivery, this had changed under the new order. The previous dispensation had their sights set only on the areas they came from and neglected the disadvantaged communities.

Another councillor indicated that the political change in power within the Municipality had a more positive effect. This was stated from his perspective as a member of the party of the now incumbent order. He further felt that the final accountability rested with the portfolio heads of the different directorates who needed to ensure more effective outcomes and should therefore not matter which political order was in office at any given time. One councillor indicated that the need to change the political order was necessary, as there was no commitment to bring a redistribution of resources to disadvantaged communities. Councillors felt that their colleagues who sat on the Mayoral Committee (Mayco) were in a better position to ensure the needs they identified are on priority lists and other councillors would do well to work closely and in cooperation with them. Others felt that the need to focus more energies and resources in previously disadvantaged areas should be the major impetus of the IDP and the focus should be on reprioritisation of the budget towards disadvantaged communities. Other councillors felt such redistribution does not do justice to communities who pay huge amounts of rates and taxes. This in effect boils down to subsidisation of poorer communities by those who pay large amounts of rates.

5.2.4 Perspectives from the Community and other Stakeholders

The response from the community's side was not necessarily in sync with those of the councillors. One community leader pointed out that the Municipality (councillors and officials) did not fully understand what the context of the IDP entailed. The Municipality perceived the process to be a planning process, whereas in his words the IDP was supposed to be 'the official policy framework of the Municipality'. This he felt, meant that virtually every development process had to be conducted in line with the IDP. This modus operandi was not currently happening in the Municipality and therefore the Council was not implementing the IDP as prescribed by legislation. There would not have to be a debate around redistribution because if the IDP is implemented according to the criteria laid out, such redistribution becomes automatic. The priority of the IDP is to uplift the 'poorest of the poor' and this is something which is not happening because there is a deviation or misapplication of the IDP in Stellenbosch. One community member who was also a businessman said that the Municipality had very little structure to ensure that Local Economic Development (LED) is receiving the focus that should be given. This led to a lack of 'real' investment in areas such as tourism, the informal business sector etc. He felt that the Municipality was too enveloped with the agricultural sector and particularly the wine industry and neglected the informal trade and the taxi industry.

Some community members indicated that policy frameworks are not implemented, because if this was the case then projects and programmes should have flowed from it. The projects should have been developed by the officials and then taken back to the communities who identified it, in order for them to feel confident that their needs and participation have at least been raised and included in budgetary arrangements. This would ensure the thinking in terms of the values and policies behind the IDP; implementing the projects and programmes. This could not be detected in the municipality and it becomes difficult to measure the success, if any, of implementation. A member of the NGO sector indicated that the municipality did not work in

close cooperation with NGO's and only approached them for information when higher levels of government requested data on social areas in order to release funding.

5.3 FIELDWORK RESULTS ON THE CONTEXT OF THE IMPLEMENTATION THE IDP IN STELLENBOSCH

5.3.1 Perspectives from Councillors

Councillors stated that one of the major successes which the Municipality had managed to achieve and implement was the total integration of the IDP and the budget. There was also vastly improved monitoring of budget spending, improved availability of information to decision-makers, involvement of stakeholders in the IDP process as well as in the budgetary process. Councillors felt that this was now operating on a level which was unheard of in the past. According to some councillors; the improvement of knowledge in communities through this process was also hugely significant compared to what occurred in the past. All of this new method of operation came about when the current political dispensation bought in the whole concept of transparent government.

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5.3.2 Perspectives from Officials

Officials have declared that they were usually the first group who had to bear the brunt of this variable when economic, political, social and other factors change within the Municipal order. One official stated that all he wished to do was to implement the projects and programmes which were identified by the stakeholders, but felt that he constantly had to look 'across my shoulder' if he was still being supported by the political portfolio head. Another official felt that there was an air of mistrust pervading within the Municipality and each new change in political order brought a suffocating atmosphere within the corridors. Most officials felt that there was substantial institutional capacity to ensure the objectives of the IDP are implemented, but the constant political upheavals do not allow them the liberty to execute their work. An official

indicated that they were privileged to work for the Municipality and believed that the facilities and resources, insufficient at times, are some of the best officials can be presented with, while the support systems within the bureaucracy and institutional capacity are very good.

One official stated that he was fairly comfortable working with communities and assisted communities whenever necessary and where capacity is needed. He has been disciplined on occasion by a previous portfolio head for meddling in her ward and not approaching her first. Officials felt that they needed to do their work and should be left alone and not be drawn into the political whirlpool, irrespective which party governs in the Municipality.

5.3.3 Perspectives from the Community and other Stakeholders

Representatives from the community indicated that they believed the officials possessed the appropriate capacity to do their work although they believe that officials were being hamstrung by the politicians in executing their tasks effectively. One community leader said that he did not always agree with this perspective and felt that officials were deliberately obstructing the implementation of projects to disadvantaged communities. He further felt that the institution does not have the capacity within the ranks to adopt the paradigm shift to focus on the needs of 'the poorest of the poor'. The institutional capacity within the organisation was still steeped in the mentality of the pre democratic method of doing things and some officials still believed they 'ran the show'. This approach was stunting development in the marginalised communities and there needed to be a complete overhaul of the municipality as an institution, creating opportunities for new appointees.

A community leader stated that he believed there was an understanding from officials that they had to sway the institution's capacity to where the greatest needs were, but that the politicians were the stumbling block in all of this. She indicated that with each new political order officials and communities were completely in the dark about what was to happen about prioritised projects within their wards. This led to uncertainty and disillusionment amongst

roleplayers and a waste of institutional capacity. A businessman said that he felt the Municipality does not put enough emphasis on the area of economic upliftment. He perceives this as a direct result of a lack of capacity and although the business sector is willing to help, requests do not seem to be forthcoming from the Municipality's side. An NGO representative indicated that they did not wish to be perceived as add - on and wished for a closer working relationship with the municipality. They also pointed to the continuous political changes as an inhibiting factor.

5.4 FIELDWORK RESULTS ON CLIENTS AND COALITIONS (STAKEHOLDER/PUBLIC PARTICIPATION) OF THE IMPLEMENTATION OF THE IDP IN STELLENBOSCH

5.4.1 Introduction

A vast number of stakeholders were closely involved in the public participation process. Ward committee members represented geographical areas while sectoral (Housing, environment, oak trees, ratepayer organisations, heritage society etc) groups on the other hand, represented a wide range of concerns and specific interests.



5.4.2 Perspectives from Councillors

One councillor felt that the input came chiefly from the white sector of the community, while the Black and Coloured sectors were not always involved in the affairs of the Municipality. There were a number of factors that influenced this and she further felt that the white business sector used their interaction with the Council, to ensure they become the major beneficiary. This position they facilitated through organised industry and business chambers, ensuring that through their collective clout and financial contributions they negotiated benefits for their members. Although she did not necessarily begrudge them this leverage, she still felt that this is to the detriment of more worthy needs in disadvantaged communities as limited funds are redirected to address their requests.

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Another councillor indicated that the community participation process initially bordered on a rushed job and contributions did not involve all community groups and interests. This situation has however changed and broader participation has been forthcoming through the Ward Committee system. The role played by the University of Stellenbosch as a roleplayer was described by a councillor as being very parochial in their approach and only concentrated on what benefited the institution (University). The University was not involved in the affairs of the Municipality within which it operates. She further detected a sense of subtle Apartheid prevalent and which permeated within University structures. The absence of people of colour at University exhibitions and events were indicative of continued marginalisation of some sectors of society, especially those from disadvantaged communities. Yet another councillor noted that a better cooperative relationship between the University and the Council could possibly have been established a long time ago.

5.4.3 Perspectives from Officials

Officials felt that, although the plenary meetings were adequately advertised, communities did not necessarily attend, while the sector committee meetings were well attended and the ward committee meetings were only attended by certain people. This was quite unfortunate and led to the criticism that the information which was gauged and incorporated into the IDP document was not necessarily broadly caucused and came from specific interests. Another official commented that although everyone is usually invited, the public participatory process will evolve over time and Interested and Affected Parties (I&AP's) will eventually play a greater role.

Officials felt that they did not want to be too critical about the arrangements around the public participation process as this can be construed as being disloyal to their colleagues who are responsible for preparing such processes. They also stated that communities do not distinguish between different officials and perceive them to be just as responsible for weak processes. One official described the whole public participation process as that of "the haves"

and the "have nots". In explaining this remark, he stated that the poorest communities are attending participatory processes fairly infrequently or not at all mainly due to different factors such as lack of transport, inability to understand the issues at stake, interest in specific focus areas of interest, such as housing, inopportune time of meetings etc. This he said meant that those from advantaged communities who are already receivers of substantial services are just entrenching their position in this regard to the detriment of more needy communities. The response by a number of officials was that communities in certain wards did not readily attend IDP meetings as much as others and this gave rise to these claims and counter claims.

One official stated that the Stellenbosch University did not play any significant role in the process and neither have certain other major companies with corporate headquarters or big business, resident in the Municipal area. Officials felt that the University could possibly have played a more pertinent role at sectoral engagement meetings and that their input could have been substantial. Another official felt that the influence of the University was substantial and they wished to increase their role in the process even further, though the role they play should be increasing incrementally and not be done overnight.



5.4.4 Perspectives from the Community and other Stakeholders

Community members felt that the Municipality only covered the framework of the IDP and did not necessarily ensure that projects and programmes were identified to give real effect to the IDP. They felt the IDP became an end in itself and not a means to an end. Some members indicated that the public participation process is just a legitimising of a process which politicians and officials have already drawn up prior to the public participation process. Attending the public participation process is just becoming a rubber stamp of legitimizing the IDP. This was in effect just a 'going through the motions' process to demonstrate to higher levels of government that the Municipality has met the legal requirements and be in a position to access the appropriate funding.

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Stakeholders from the communities also claim that the absence of politicians at public participation meetings further show the lack of real seriousness and commitment, proving once again that the process is a rubber stamp. Certain communities claim that the IDP process has not led to any meaningful change to their lives despite having participated and given input on their priorities, so the process becomes quite meaningless for them. Other community members felt that some politicians only consult certain sections of their community in the ward they represent. This is many times only their party members or church colleagues who also hold the positions in the ward committees. This leads to disinterest and marginalisation by other members of the same community.

They further iterated that some wards committees understood the process 100% and used the IDP system to ensure more money was allocated to their ward. The understanding within the Stellenbosch Municipality was that the only strategic plan was the IDP and development needed to happen under this plan. Community members felt that there was a complete misunderstanding of what the IDP entailed and the Municipality did not do enough to explain this to communities, specifically what it could or could not deliver.

The NGO representatives indicated that their groups played a major role and there were 5 NGO key networks, which had a critical impact on development and during the IDP public participation process. The groups input were captured under the Directorate of Social Development Services. These were: the Council for Church cooperation (52 churches from all communities), the HIV/Health Network (28 NGO's and state departments involved in health issues), the Rural Development Network (RUDNET with 48 NGO's serving the rural areas), SWOKK and Franschoek Community (FRANCO) coordinating the social development work in Stellenbosch and Franschoek respectively. The input of these organisations, in municipal affairs, was included in the IDP.

5.5 FIELDWORK RESULTS ON CAPACITY OF THE IMPLEMENTATION OF THE IDP IN STELLENBOSCH

5.5.1 Introduction

In the Capital Budget certain projects were tied to specific wards and this did not really matter which councillor was representing the ward in which the project would be delivered. All the councillors had a ward allocation of R50 000.00 (Fifty Thousand Rand) which they could utilise in their ward for small projects their constituents or ward committees identified. The political change, according to the official, brought a notable change as some smaller communities received better allocations. A case in point was Groendal community, which received a Resource Centre they otherwise would not have received.

The area of housing was one which continually received a lot of attention and maintained a high priority within the municipality irrespective of the political order. Although the IDP should be implemented, it remained a wish list which had to be prioritised in terms of available funds and choice of projects. This had to be delivered in conjunction with the service departments such as Engineering, Finance etc. The politicians do not have the authority to insist on the choice of projects, while the service departments, in charge of the documentation, had the last say. Mayco might not always be happy with the documentation which the service departments prepared and might decide to 'throw' it back. This could have included questioning by Mayco on why certain projects were not on the Budget. Mayco had the right to probe and return any documentation on projects if they felt it had not been included in the Budget.

The Budget procedure usually commences in March, when a Draft Budget with the identified projects and funding allocation is made available. This would then be followed by a second phase between April and May, where a comment phase on the draft Budget is allowed and then a Final IDP Budget phase in May. This time schedule is indicated by the Municipal Finance Management Act (MFMA).

5.5.2 Perspectives from Councillors

Councillors were generally in agreement that the financial resources were not adequate to deliver all the identified needs. The officials again felt that there was a definite lack in the arena of human resources capacity of the municipality. One councillor stated that if funds were not allocated to a specialised department such as Engineering, the vacant positions would not be filled. The Municipality further had to compete with the private sector for engineers and as South Africa is currently experiencing a scarcity of such professionals, the Municipality's remuneration packages were not compatible with that of the private sector. In order to address the lack of expertise in areas such as Electrical Engineering, the Municipality has to buy in the expertise through a tender process. The consequences of this are that the Municipality becomes dependent on such consultants and adopting a tender process to appoint such experts takes far too long. The result of this, says the councillor, is that communities become frustrated and interpret such a situation as the councillor or Council 'dragging their feet' and lack of service delivery. One councillor felt that the Budget was a major stumbling block and that funding was insufficient.

5.5.3 Perspectives from Officials

Officials echoed some of the sentiments of councillors in that new needs, which came with the public participation process and through ward committees, identified new priorities. These had to be incorporated into the existing Budget and could not always be executed as 'there is just so much money to go around'. Community participation, although a key democratic instrument, in the IDP process brought an insurmountable number of priorities and projects to the fore which cannot always be realised. Officials indicated that communities always clamoured for more housing as a priority through this process, while money needed to be accessed from National government which takes time. This and other priorities, which are supposed to be covered by higher levels of government, frequently led to dissatisfaction by

communities who did not understand the context and the limited funding available.

Many officials felt that the lack of resources (human and financial) is the major stumbling blocks to the effective implementation of the IDP. Many directorates have vacancies which have not been filled and some of these are technical which need experienced personnel to fill. The Municipality does not attract the relevant expertise and this leads to a delay in service delivery, which in turn frustrates communities who perceive the non delivery as deliberate. The results of this are that officials are derided, insulted and targeted when they visit certain communities who partook in the public participation process, leading to officials becoming demotivated, uncommitted and unwilling to take a leading role.

Other areas which the officials identified as stumbling blocks were the low level of functioning of some of the ward committees and the lack of knowledge prevalent in some of the Ward committees about the process. These once again led to undue expectations. Although the Ward committees are an auxiliary to assist the councillor in ensuring communities' priorities are tabled, many Ward committees tried to become prescriptive, while some councillors utilised committees for their own political benefit.

Officials also stated that the loss, due to the political shenanigans in Council, of experienced and technically sound employees have hamstrung specific key areas, which have impacted negatively on service delivery. One official noted that transformation and restructuring had a definite detrimental effect on the implementation of the IDP. Restructuring, filling of posts and a new political leadership, all took a substantial amount of time. This inevitably disrupted the IDP process, especially as the political changes within the Municipality occurred more than once in the five year cycle of the IDP. The councillors nevertheless put pressure on officials to ensure that service delivery was forthcoming with some departments functioning better than others. Other officials felt that the implications would only be felt over time as the IDP was cyclical and the effects could not be determined immediately. Others still, felt

that these processes had a positive effect which was indicative of the success of the IDP.

5.5.4 Perspectives from the Community and other Stakeholders

Certain community members who felt that the Municipality did not have the trained personnel who understood clearly the context of the IDP and this led to them not being in a position to execute it accordingly. The process merely manifested itself as a mere strategy. One community member declared that the financial capacity is within the Municipality, but that the spending patterns still favour those from the previously advantaged communities. According to him the Municipality does not buy in to the 'real ideals' of the IDP which put the focus on the 'poorest of the poor', meaning the Municipality should spend more in poorer communities. He detects a lack of real commitment and a spirit of cooperation within the Municipality to uplift those who have been marginalised.

Another community member said he could not understand how there could be a lack of appropriate expertise or human capital when the Municipality has a resident University within its midst. He could not comprehend the existence of an institution, which could cover all of the directorates ten times over with expertise and human resources, not having been approached for such assistance in the filling of vacancies. A community member noted that the Municipality has vast tracks of land resources which have been let to individuals on ridiculous 49 and 99 year leases at a pittance per annum. The contracts for these leased farms and other land need to be revisited as they can ease the financial capacity of the Municipality if sold or leased at market related prices. The respondent from the NGO sector reiterated that a lot of expertise and capacity resides in their sector and the Municipality should adopt a proactive approach to rope in organisations within their midst. He also felt that there are too many organisations within the NGO sector which focus on the same aspects and are in effect competing with each other for the same resources from the Municipality. The business sector representative said that they have the most appropriate practical experience and structures to assist

the Municipality with economic development and they are working closely with officials.

5.6 FIELDWORK RESULTS ON THE COMMITMENT OF THE IMPLEMENTATION OF THE IDP IN STELLENBOSCH

5.6.1 Perspectives from Councillors

One councillor commented that one of the techniques used in ensuring that the Municipality is on track with the IDP was through the Budget, where allocated funding was monitored. Each ward was the recipient of an allocation which the Ward Councillor ensured would be disbursed within his/her ward. This was another mechanism which was utilised to monitor development and spending, while showing the Municipality's commitment to development on a street level. Councillors monitored all the allocations made on a continuous basis and those which were not spent are brought into question. The Councillor indicated that this was done solely because certain allocations could not be rolled over to the new financial year and could consequently be 'lost' to the Municipality, when such unspent money has to be paid back to the National Treasury. Councillors felt that there was competent staff that strived to ensure resources were spent and also better spread to all and not to some areas as may have happened in the past.

Councillors were unanimous in that some IDP projects also needed approval from other government departments. These were cases where the slow release of funds from such departments retarded service delivery and this was especially evident in cases of infrastructural projects or housing developments. They indicated that occasions arose when councillors had already relayed to communities the approval of a project while the allocated funding was delayed. This led to communities becoming frustrated and dissatisfied with Council and councillors indicating that they were not committed. Communities would then show their displeasure through protests and sit - ins at the Municipality.

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Another councillor stated that all the projects identified in the IDP were linked to a director's balanced scorecard on which quarterly performance measuring was done. Councillors countered that there were other measuring tools which included the balanced scorecard, oversight committee, monthly reports to the Standing Committee, regular feedback to the Mayor by all the directors including Auditor General's report, community requests for inputs, feedback at ward meetings on projects, ward based plans. All of these the councillors commented were measures to show their commitment to ensuring that projects are not only initiated, but monitored to completion.

Some councillors indicated that the Municipality was committed to implement transformation and restructuring. They offered an example of the current ANC Coalition which replaced the previous Municipal Manager, whom they felt did not share their vision of fast tracking service delivery to disadvantaged communities. They further listed the case of some experienced officials who were replaced because they did not share the philosophy of the new regime. The current Municipal Manager was, according to them, more committed and prepared to move into the informal settlements thereby equipping himself with knowledge of what is happening on the ground. They felt that all officials needed to buy in to the new philosophy and this meant officials must realise that councillors has a duty to satisfy communities and that officials should not pose a stumbling block, retarding the IDP process and service delivery.

The new philosophy, councillors quipped, has shown a marked improvement in service delivery, although this was not nearly enough to make a notable difference to the daily lives of the underprivileged. The councillors indicated, however, that a definite impact was made in the area of service delivery. This was evident during the past, 2008/9, rainy winter season where flood victims were provided with food, clothing and a survival kit. In addition, the process around housing was enhanced. A Councillor said another focus area which came under the spotlight was the land the Municipality owned, but which was apparently leased to certain people only.

She stated that the different leases on such land were scrutinised as some land needed to be released back to the Municipality which could be used for housing. The Councillor found it astonishing that some of the lease holders had subsequently decided to sublet the land to other users in violation of the lease conditions. There were also instances where a number of leaseholders subsequently claimed millions for land belonging to the Municipality. In order to address this, the Municipality has now appointed a local town planner's (Dennis Moss and Associates) services in order to investigate this deviation of municipal land.

A councillor noted that while there was an improvement in his ward after he received a R75 000.00 ward allocation although this allocation was not sufficient to ensure all the areas he had hoped to cover. There were other areas to be addressed and which included erecting speed bumps, improving parking at schools, and a host of other projects. There was continued interaction with stakeholders and this was implemented through the annual community participation process and the 19 ward plans. Ward plans were used to capture the issues and the needs of each ward and to monitor the reaching of targets as well as municipal spending per ward. The councillor said that she considered it her duty to ensure constant interaction with the community and this was done on a continuous basis with ratepayers' associations, churches, schools and visits to the farm areas. This will indicate to her community her commitment to alleviating their plight.

5.6.2 Perspectives from Officials

According to the officials the municipality used the IDP and the Budget as two parallel processes to ensure implementation of projects. The IDP occurred first and then the Budget allocation was done accordingly, translating into service delivery. This all fell under what is termed the Service Delivery and Budget Implementation Plan (SDBIP). The officials indicated that this SDBIP is utilised as the measuring and implementation tool. The SDBIP indicated how the project funding allocation would be spent. If for example an amount of R3 million was to be spent on the building of a road it was conducted as

follows: in the first quarter would cover the planning on the different aspects of the road, while the second phase will have the first allocation for spending and the third phase will deplete the remaining part of the allocation. The SDBIP was used to monitor all the different departments' spending on a monthly basis. This was also coupled to engagement meetings between departments and portfolio heads to see if the projected expenditure was met.

Some officials felt that these processes had a positive impact on service delivery as the IDP was a cyclical process and the influence of such processes could be seen in the IDP Review. Accordingly there were different phases that pointed to this, i.e First Phase was the ward meetings, followed by more meetings and workshops. If there would have been any changes it would occur or take place at this level. One official stated that the implementation of the IDP was in effect the implementation of the Municipal Budget. Another official quipped that 'service delivery is our business'. The Budget for 2006/07 had a Capital expenditure of 73% and this was increased to 83% in the 2007/08 Budget. This was indicative of the premium that was placed on service delivery and showed their commitment according to some officials as they could relate to communities how much had been spent. A substantial amount of money was spent on road infrastructure. They also felt that everything was more coordinated and focussed and the alignment with the Budget helped tremendously.

This official also stated that the IDP office played a greater role than even the Finance office. This was, however, mainly during the initial IDP phase and not necessarily during the implementation when the service departments played a much greater role. He sketched the process as follows, according to the MFMA section 71, the Municipal Manager has to report to the Mayor with a detailed discussion on the spending. . The Budget office, on the other hand, interacted with members of the Mayoral Committee, where the information was passed on to the Corporate and Finance portfolio committees and thereafter to the full Council. This information was then forwarded to the ward committees. This process ensures continued stakeholder interaction although it is not done throughout the year.

Officials also felt that certain candidates who qualified under the Employment Equity (EE) legislation and are transformation employees only stay for a short period in the Municipality's employ. These EE candidates are always on the move and take up better offers when presented with such offers. This creates a vacuum and dissatisfaction amongst remaining employees. EE appointed employees on the other hand felt that they were always marginalised and not regarded for their abilities and qualifications but perceived as token employees, and this becomes their reasons for leaving. One official felt that although he bought into the concept of transformation he could not see his way clear to accept an inexperienced candidate while an experienced one might be in the Municipality's employ, but are disqualified through EE legislation. This leads to demotivation and non committal amongst employees.

5.6.3 Perspectives from the Community and other Stakeholders

A community member stated that there was a genuine lack of commitment to IDP goals and a lack of understanding of what the role of the IDP entailed and this impacted negatively on the implementation of the IDP. He saw political instability and the constant change in the leadership of the Municipality as critical factors which further impacted on the organisation's macro structure. The political instability he stated was another run off from the political fallout of different party coalitions which led to changes in the bureaucratic order and new political portfolio heads in different directorates. This, he said, led to a retardation of service delivery, witch hunts, incapacitation and general paralysis of the administration. Some community members said that officials had hardly acquainted themselves with the status quo and built a relationship with a portfolio head only to then find themselves working with a new one under a new incoming order. This could be someone with whom they might not readily agree with especially, when this meant rescheduling of identified priorities and spending patterns.

Individuals from the community, who participated, indicated that because there were no real projects and programmes which flowed from the IDP, they

could in effect not measure any meaningful progress in respect of the IDP. The Municipality used the spending on the budgets as a measuring tool to gauge the success of the IDP, but in the absence of IDP projects and programmes, this in effect was the worst method of measuring implementation and showed a lack of real commitment. Community members who were interviewed could not recall any continued interaction or follow up around the IDP through which the Municipality engaged.

Certain community members remained critical of how this process was conducted and felt; that had there been a clearer understanding of the values and principles of the IDP by the Municipality, there would have been visible and tangible progress in eliminating the inequalities of the past.

5.7 FIELDWORK RESULTS ON COMMUNICATION OF THE IMPLEMENTATION OF THE IDP IN STELLENBOSCH

5.7.1 Perspectives from Councillors

Councillors felt that the Municipality has put in a lot of effort to ensure that communication with all relevant roleplayers is one of the cornerstones of the IDP process. The Municipality has focused a lot of energies in external and internal communications. According to councillors the different media forms have been involved in getting the message across. One councillor pointed out the Mayor's 'Let's get Stellenbosch Talking' public participation campaign as one of the key mechanisms in this communication strategy. Councillors pointed to the print media, newspapers, electronic media, internal newsletters, inter and intra departmental post services as a number of ways the Municipality communicates with roleplayers.

Councillors further pointed out that they also communicated through the different ward committees and councillors acted as a conduit between the Municipality and the community in a specific ward. One councillor pointed out that the language used in communications can sometimes be a drawback for certain sections of the community

5.7.2 Perspectives from Officials

One official felt that the municipality does not necessarily have the capacity to ensure that communications to communities are as effective as it can be. He cites the lack of financial support as one of the key drawbacks when communications are done for the Municipality. Another official said that the internal communications were at a sound level and the electronic format is the most effective as it reaches all employees. The disadvantage of such communication is usually experienced when there is a system shutdown and employees who are at other satellite offices in adjacent towns cannot be reached. Officials stated that the attendance at IDP plenary meetings was not well attended by representatives from the disadvantaged communities and this was a concern which was probably due to an ineffective method way of communication. They felt that the way of communicating with disadvantaged communities had to be revisited.

The officials pointed to the Municipality's IDP publications, which was in print form and electronic format and available to interested parties. This they claim was another way the Municipality tried to reach as many people as possible. One official stated that the Municipality also used the local newspaper, Die Eikestad Nuus, in Stellenbosch to get the message across.

5.7.3 Perspectives from the Community and other Stakeholders

A community member claimed that the Municipality deliberately kept stakeholders in the dark around developments in the IDP process. He has tried to have discussions with certain officials around the IDP projects and processes, but did not get clear answers and was always pointed to the IDP publications. He felt that the officials were evasive and not prepared to discuss his concerns around the process. He claimed that there was no transparency.

Some community members said that they were never informed of meetings or when they were allowed to attend. They perceived this as a deliberate attempt

to keep certain sections of the community out of the process. Certain community members claimed that the communication through the ward committees were not an effective method of communication as the information is not always communicated to the whole community but only to those who are part of the Ward Committee or those who are close to the Ward Councillor. Other community members said that some councillors still play politics and do not wish to communicate development issues to everyone within the ward, but only to those who voted for him. One community member interviewed stated that the communications are sometimes too difficult to comprehend and the language too technical which put them at a disadvantage to understand documents or proceedings at meetings.

5.8 FINDINGS

5.8.1 Introduction:

This part of the Chapter lists the research findings of the fieldwork. The research findings are compared to the variables of the 5-C protocols and Communication and are given as follow;



5.8.2 Content

There is a general acceptance from the different stakeholders that not enough has been done to alleviate the plight of the poorest of the poor. The Act (32 of 2000) explicitly states in the preamble that resource mobilisation and organisational change should underpin the notion of developmental government, to empower the poor. Although the theory states that the variable of content should allow for distribution, redistribution regulation as key criteria the findings have shown that this has not occurred. Different stakeholders attribute this lack of distribution, redistribution and regulation of resources to those in greatest need to different factors. Some of the stakeholders who were interviewed attributed this to a lack of resources, while others, such as community representatives regarded this situation as the result of a misunderstanding and misconception of what the IDP entails. They indicated

that the politicians and officials did not fully grasp what the essential motivation was behind the IDP. According to them (communities) the Budget should have been redirected to address the inequalities which continue to exist within the Municipality. This would ensure marginalised and poorer communities would benefit more from Municipal spending. The Act covers this content in Section 35 where the IDP adopted by the Council is regarded as the strategic planning instrument which guides and informs all planning and development, as well as all decisions with regard to planning and development, as well as all decisions with regard to planning, management and development in the Municipality.

Although the general perspective from Councillors and officials indicated that they felt the Municipality is doing the work they have been identified to do, they indicated that a lot more could have been done to bridge the gap between the allocation of resources amongst the different communities. The available Municipal tax base was one of a number of inhibiting factors which affected the allocation of resources. There were not enough resources to cover all of the priorities which were identified by communities, while the existing service delivery process is also taking strain.

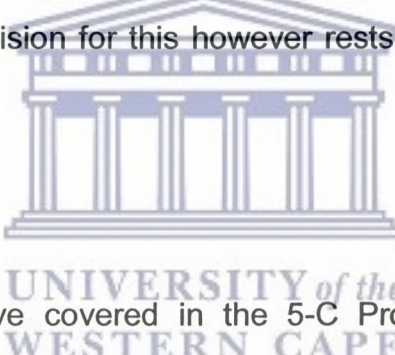
5.8.3 Context

The theory on the context variable of the 5-C Protocol indicates that there are different spheres which influence the context variable and include the social, economic, political and legal realities. Although all of these spheres are playing a significant role at one time or other, the findings in the case of the Stellenbosch Municipality has shown that the political influence has played the greatest underlying influence in this variable. All of the stakeholders, to a greater or lesser extent, agree that the political context plays a significant influence on the other contexts.

The business and NGO sectors (especially the social upliftment organisations) have indicated that the political context have greatly enhanced or inhibited their growth pattern. These groups have indicated that investors and potential

donors usually shied away from areas which they perceive to be politically unstable or which experience political turmoil. The change in political power within the Municipality has impacted substantially on their functioning and they are constantly interrogated about media reports around the power shifts and how this will impact on future development. The business sector has stipulated that potential new businesses would give the area a wide berth whenever they perceive possible risks of delays in passing of business plans, infrastructure delays to set up new buildings etc. Stakeholders from different communities have further commented on the delays whenever they have to continue liaising with political portfolio heads. They have indicated that when the political power changes then a new head has to acquaint him / herself with the project under his portfolio. This takes time and leads to unnecessary delays in service delivery. This happens despite that Section 25 of the Act states, that the new authority could adopt the existing IDP of the outgoing Municipality. The final decision for this however rests with the new incoming political order.

5.8.4 Capacity

The logo of the University of the Western Cape, featuring a classical building facade with columns and the text 'UNIVERSITY of the WESTERN CAPE' below it.

The theoretical perspective covered in the 5-C Protocol on the capacity variable refers to the availability and access to concrete or tangible and intangible resources. The findings have shown that the tangible resources of human, financial, material, technological, logistical etc are just about covering the current needs and are at times spread very thin. The intangible resources identified in the theoretical context; leadership, motivation, commitment, willingness, courage and action were found to be at varying degrees of effectiveness. This meant that the absence of key personnel in certain positions led to an extra burden of work on existing employees who felt overworked and this impacted negatively on their motivation and commitment. The study found further that the implications of Employment Equity (EE) led to a lack of motivation by employees who felt that they were overlooked for promotion and an unwillingness by them to assist EE candidates.

It has been found overall that the capacity within the Municipality is delivering the basic services needed, although the capacity in terms of available financial and human resources are taking strain. The migration to Stellenbosch is one of a number of mitigating factors which puts an extra burden on existing capacity. New housing developments put strain on bulk infrastructure and available land. There are also vacancies in critical areas within the human resource capacity and this puts a further strain and impacts on the delivery of services. The Act covers the area around capacity in Section 41 in stating that the municipality provides the guidelines for land use management, operational strategies, applicable disaster management plans, a financial plan, which include a budget plan and key performance targets. This should allow for the Municipality to only cover the identified priorities for which the Municipality is equipped.

The Municipality is trying its best to ensure continued delivery of services especially. In areas where expertise is not available, such expertise is contracted in from outside agencies and consultants through tenders. This situation becomes quite debilitating for the Municipality as greater resources need to be allocated to acquire such external expertise and also leads to dependency by the Municipality on such expertise. The study further found that a great percentage of capacity are lost to the municipality through a number of factors; experts who leave for other levels of government, employees who become disillusioned with the constant political upheavals in the Municipality, those who seek better advancement and career opportunities in the private sector, others are offered greater remuneration packages outside of the Municipality etc. All these factors put a greater strain on remaining employees who are placed under increasing volumes of work and who might not always have all the required capacity.

5.8.5 Clients and Coalitions

The Sections 24 and 25 of the Act states explicitly that the starting point in service delivery should be the very people that are the eventual targets of such service delivery. A number of the other Sections (28, 29) in the Act also

explicitly cover the area of stakeholder involvement. The theory within the 5-C Protocol for this variable states that key relevant stakeholders should be drawn into the process instead of all stakeholders. This would mean that it is not possible to include all roleplayers but specific key actors. The findings have shown that the Municipality has interacted with specific roleplayers more in certain cases than in other cases.

Stakeholders are in general agreement that they should be interacted with on a more regular basis. Those from the disadvantaged community and NGO sectors raised particular concerns around impediments they experience around the regular interaction from Municipal side. The study found that the methods which the Municipality are adopting to ensure public participation are not as effective as possible. The ward committee system which is being touted as covering the lowest level of community participation does not necessarily reach all the stakeholders and a number of stakeholders feel this mechanism is inclusive of certain interests only.

The other stakeholder components such as business and the NGO / CBO sectors agreed that the Municipality should adopt a more pro active approach and include them in decision – making situations around their fields of expertise. This would ensure that the Municipality does not direct resources to areas which could have been properly researched and in effect lead to wastage of much needed resources.

5.8.6 Communication

The theoretical perspective of the communication variable of the 5-C Protocol plus Communication indicates the importance of the number of official languages within South Africa. Although the theory has stated the importance of this variable, the findings has shown that stakeholders from the disadvantaged communities are still experiencing continued marginalisation through communication techniques which the Municipality adopts.

The Municipality (Councillors and officials) has described the communication set up as adequate. This is within departments (inter departmental) and across departments (intra departmental). The Research findings have proved however that communication with parties outside of the Municipality needs to be improved considerably. There are obvious areas which will need to improve in order to reach a majority of the clients and coalitions the Municipality need to interact with. The previous assertions from clients and coalitions are partly a direct result of the communication strategy which is not yielding the results expected. That is to reach as great a number of clients as possible. The Act covers the involvement of stakeholder participation in a number of Sections; 24, 25, 28 and 29 and this allows for continued communication with different stakeholders on different levels and at different stages of the process.

The stakeholders from the disadvantaged communities have indicated that their poor attendance record at plenary sessions can be directly ascribed to a lack of clear communication by the Municipality. They felt that the communication was based in a one way direction, from the Municipality to the stakeholders with very little feedback on what would suit them better. The communication method did not always reach them, though they did not have any way of influencing the communication process to their benefit. If the opportunity presented itself to allow them to inform the Municipality which methods to utilise in communicating with their constituencies then it would have secured a better attendance figure from their ranks. This would also have allowed for greater input and buy in from disadvantaged communities. The current communication method is described as a 'one size fits all' and not conducive for great interaction.

5.9 CONCLUSION

The responses which have been gauged through the fieldwork in this Chapter have shown to be quite diverse in a number of respects for the different respondents. The perspectives for each of the three categories of respondents (councillors, officials and communities) in the interviews are

vastly at odds with each other in some of the same circumstances or variable under discussion. If we take the last variable of communication we can clearly see that are vastly different views.

The Municipality would do well to note that the concept of 'perception is everything'. This is especially true in communities which are not reached by the medium of Municipal communication and where the information on the IDP is coming through in a completely different form to what the real situation is on the ground. This could mean that a substantial part of what the communities and roleplayers regard as factual could in effect be solely conjecture and their perceptions could well be devoid of factual evidence. At other times, there could be a malicious misrepresentation to communities in that the Municipality is reluctant to deliver services to them. This pointed to a lack of strategy from the Municipality in conveying the actual situation and whether this should be conducted through a communication strategy in the form of newsletters, area visits, letters in Municipal accounts, is open for debate. The result would be partly explaining to the various roleplayers what the IDP can or cannot do, that the Municipality is in complete control (having the resources and decision-making powers) of some areas of service delivery but not others.

There were other notable and glaring issues which needed to be addressed, and which came out in the interviews. These impacted on the different perspectives of the interviewees and which range from; political instability, restructuring, transformation and empowerment. The following Chapter will focus on recommendations of how the municipality could address these diverse perspectives.

CHAPTER 6

CONCLUSIONS AND RECOMMENDATIONS

6.1 INTRODUCTION

The previous chapter has given us a number of perspectives and responses from a broad spectrum of roleplayers who are daily influenced or involved with the IDP process of the municipality. The fieldwork has now given a greater understanding of how the implementation of the IDP has affected the lives of different roleplayers. The experiences and input of the different roleplayers related during the fieldwork gave a better assessment of what the IDP process meant and also how effective the process was. This was determined through the difference that the process made to the lives of communities, particularly the marginalised.

The results of the fieldwork afforded the study the insight to make certain recommendations. The recommendations are based on addressing the divergence in the findings from the different roleplayers to the same issues they were presented with. The recommendations may afford the Municipality the opportunity to find congruence in perspectives from different stakeholders to the same focus areas or variables. The recommendations in this Chapter will be submitted in two ways; firstly there will be a focus on the conclusions of the findings, and this will be on the different variables (of the 5-C protocol plus Communication) discussed in the previous chapters which the study identified as critical for the Municipality to note and act upon in the short-term, while the second part of the chapter will be a focus on the recommendations which are derived from the information in the findings. This part could assist the Municipality to focus attention on addressing the critical areas which inhibit the implementation of the IDP by taking the immediate factors into consideration and to assist with the implementation on the medium to long-term.

6.2 CONCLUSIONS

6.2.1 Conclusion on the Content variable of the 5-C Protocol

Although the Municipality strove to address the inequalities which exist in the arena of service delivery, a lot still needs to be done. There are different perceptions from the different stakeholders about what have been done and what still need to be done. The communities from the disadvantaged areas which are supposed to be the obvious beneficiaries of redistribution do not yet experience the benefits of this. This would also alleviate the existing inequalities in the allocation of resources. The Municipality is inhibited by the resources at its disposal and is greatly dependent on resources from other spheres of government to address major backlogs which require substantial capital investments.

If the Municipality utilise the focus on the redistribution, regulatory and distributive aspects of the content variable then the Municipality would alleviate a lot of current criticisms directed at the process. The focus of service delivery within the Municipality should be the poorest of the poor. This will mean a redirection of Municipal resources, focus of the Budget to more disadvantaged communities with the express purpose of securing more funding from other levels of government. Not only will the Municipality operate within the spirit of the IDP and give effect to the content variable with such an approach but also appease a greater number of stakeholders.

6.2.2 Conclusion on the Context variable of the 5-C Protocol

The context variable indicates that policy implementation does not operate in a vacuum, but that the social, economic, political and legal realities play an influential role. The political realities have indeed played a significant role in the Municipality. Stellenbosch Municipality has gone through a number of growing pains, namely: restructuring within the personnel corps with key changes within the ranks of the bureaucracy. Political change of power

alliances; the DP/NNP Alliance held the political power at one stage, while the ANC/NNP Alliance also held the political power at another time period. The political changes of power within the municipality impacted on the IDP process, which shifted in priority under each new political order. These political shifts in power created instability within the municipality, uncertainty amongst officials and changing service delivery agendas for each new order. Different political parties and alliances had different agendas, served different constituencies and the change in political power inevitably greatly affected the IDP process. The amount of time it took the 'new' office bearers and portfolio heads to get to grips with their portfolios impacted significantly on the implementation of the IDP.

The Politicians should be well aware that the frustration levels of communities are at a high and this is in great measure due to the political instability which has been a recurring feature in the Municipality. The results of this have been non delivery of services, retardation of projects and programmes, paralysis of the bureaucracy and general frustration by different roleplayers. All of these political manoeuvres impacted on the socio economic context within the Municipality. The lack of decision-making or absence of decisionmakers in critical positions led to communities not receiving services which could alleviate their social conditions. Similarly the business community experienced substantial frustration during times of political upheaval as such instability creates a lack of confidence by investors in Stellenbosch as a viable market, especially where Municipal support is essential. This has also been the case where numerous NGO's have noted that uncertainty on a political level has led to difficulty in attracting much needed funding from donors and government departments to improve the social conditions within the community.

In sketching the above scenario it becomes clear that the Municipality needs to be cognisant of the detrimental effect of political upheavals to outside parties. The politicians should take note that the arena of development should never be held hostage by any political scenarios which plays itself out in the Municipality from time to time.

6.2.3 Conclusion on the Commitment variable of the 5-C Protocol

Officials and Councillors are in agreement that their commitment to implement the IDP is sound and that they have bought into the whole concept. There is once again no congruence in this with communities who believe that the commitment to successfully implement the IDP is not part of the realm of the politicians and officials. When the structures and systems which are supposed to ensure the successful implementation of the IDP are in doubt from those who are supposed to benefit from such, then the Municipality has a major crisis of confidence on hand. This is to convince those beneficiaries that the Municipality has their interests at heart and is committed to alleviate their plight. This is a critical variable that the Municipality will have to address as the other variables are negatively influenced if specific stakeholders have a perception that there is no seriousness and a lack of commitment from the side of authority.

The process has one inherent failure in that it measures the commitment of communities by the input and attendance at different platforms which the Municipality establishes. Community representatives have indicated that they were not always informed of the stakeholder participation processes and many times such processes did not allow for the appropriate logistics for them to attend. The absence of stakeholders from communities such meetings are construed by the Municipality as disinterest which is not necessary the case. Communities on the other hand could be aware of such processes but only react when they realise such processes do not bring any particular benefits to them.

6.2.4 Conclusion on the Capacity variable of the 5-C Protocol

This variable covers the capacity in terms of systems and generally covers the resources (tangible and intangible) which government utilises over a set time period to deliver on its mandate. The general conclusion which can be drawn in respect of the Stellenbosch Municipality is that capacity might not exist fully

within all departments of the Municipality, but that a rich resource within the Municipal boundaries lies untapped.

The conclusion which can be drawn after the fieldwork and findings is that the Municipality did not have the appropriate and necessary experience available to deal with the IDP in totality. There is a need for the Municipality to conduct the implementation of the IDP in conjunction with other spheres of government, educational and religious institutions, Non governmental organisations (NGO's), Community Based organisations (CBO's) and the business sector.

The Municipality experiences a similar lack of resources as most municipalities across the country. Stellenbosch however is blessed with a number of resources which other municipalities may not have. The Municipality is successful in a number of different respects and this draws a major migration to the Municipal area which in turn places a great burden on services and the financial capacity. The migration does not only bring an extra burden on existing resources, but similarly bring expert knowledge to the area which is not fully accessed. The role which specific institutions could play has not been fully utilised and especially that of the University of Stellenbosch who can play a critical one in alleviating the lack of capacity in certain key areas of service delivery. This area has not been fully exhausted.

There remains a further burden on the Municipal capacity to provide affordable housing as land is at a premium and such land is many times environmentally sensitive. The Municipality has embarked on a process to focus its attention on land which it owns on leases to individuals at generous rates. The focus on leased land will afford the Municipality the opportunity to revisit its capacity to deliver much needed housing.

6.2.5 Conclusion on the Client and Coalitions variable of the 5-C Protocol

The issues which were raised by stakeholders surrounding the participatory process need to be taken into context by the Municipality as this definitely has a major impact on the success or failure of the process. Although the issues could be construed as criticism of the process, this should rather be utilised as a platform for improving the current system. Stakeholders have been fairly critical about the issue relating to public participation and especially within the context of attendance from the disadvantaged communities. The criticism from these communities related to the times and venues amongst others which the municipality adopted during the participation process. The disadvantaged interviewees felt extremely unhappy about the venues and times of the plenary meetings which were mostly held in the Town Hall at a time when most disadvantaged people only returned from work. They also mentioned that by the time meetings concluded, there was no public transport available to get back home, from town. In general the conclusion can be drawn that a lot needs to be done to interact with specific clients and coalitions.

The Municipality might interact with certain interests such as organised business and certain ratepayers associations, but the impression remains that this does not necessarily include those from the NGO sector and the disadvantaged communities. The Municipality would do well to allow for closer stakeholder interaction within specific sectors. Different stakeholders in the areas such as economic, social and legal have indicated that they have much to offer in terms of expert knowledge and a cooperative relationship between them and the Municipality would be of mutual benefit to both interests. The Municipality has the presence of appropriate expertise and capacity within its midst.

6.2.6 Conclusion on the Communication variable of the 5-C Protocol

Officials, who were interviewed, pointed out that the implementation of the IDP was a smooth process and that the communities were fully informed. A view

to the contrary became obvious when certain community representatives were interviewed. Although the latter were reluctant to be identified, they did not share the positive impression of communication from the municipality and what the process meant for them.

While a communications strategy may exist within the municipality, this may not be as effective in reaching all communities and stakeholders for a number of reasons. In the interaction with stakeholders; there was some consensus that the varying literacy levels in communities differ markedly and the printed communication did not always take this into consideration. The communication was also in print form and in some communities there are big contingents who are illiterate or simply do not have the available time to read. Other concerns were that too much focus was placed on reading material instead of graphic illustrations that the material could be in a language which is a second or third language to the majority of the community and that the material was in vocabulary which was too technical or was pitched at an inappropriate level.

Other areas within the communications focus were that when stakeholders attend plenary meetings they felt intimidated to raise their concerns. Communities did not always feel that they are being consulted and communicated with and the only medium is through the councillor who might not always relay their issues. Whatever the reasons are it is recommended that the municipality addresses the area of communication urgently as perceptions which are not always correct leads to further frustrations. If the municipality does not have a resident communications portfolio within the organisation, the municipality would do well to contract an external communications company to formulate and adopt a strategy. This would further eliminate any miscommunication and misinformation

6.3 RECOMMENDATIONS

6.3.1 Context

There is no specific or direct recommendation to be offered in the context of the political realm. The political context which is experienced in the Municipality from time to time is on different levels played out by different rules and processes which has no ready made solution. The recommendation which can be made in this instance could be that political parties and politicians should show greater commitment and desire to ensure the mandates they have been given by the electorate are executed. Politicians must be aware that communities and stakeholders are not interested in politics once elections have been conducted. Communities wish to experience meaningful changes in their lives through meaningful service delivery. Stakeholders do not really care which political party is responsible for delivering services as long as they do receive such services on a regular basis. The clarion call would be for politicians to get on with the job. There is no clear recommendation in this regard other than the need for a major paradigm shift in political thinking within the political parties.

The other contexts of social, economic and legal are greatly influenced by what happens in the political sphere as the politicians create the platform and framework from which the other spheres flourish. Resources are directed through the political sphere to enable the other spheres to operate optimally. Politicians would do well to allow the continuance of allocated resources irrespective of a political change to a new order. The same would hold true here that irrespective which party holds power, different interests wish to continue with development in the Municipal area. The recommendation here is to call upon the good offices of all political parties to allow the officials and departments to continue with the implementation of programmes and projects under any new order. Failure to do this leads to stagnation of developmental issues within the economic and social spheres and a loss of confidence by investors and donors to the Municipal area. This is something no institution should allow to prevail. www.etd.uwc.ac.za

6.3.2 Content

The Municipality would do well to ensure that the disparity which exists within the allocation of resources to different communities is narrowed. Communities which constantly perceive that they are not being heard by those in authority or feel that there is no focus on their needs become restive. There are many instances in and around Cape Town and other towns in the Province and the country, where communities have vented their frustrations in destructive ways. The Municipality would do well to heed the consequences which could flow from such frustrations and it would be in everyone's best interests for the Municipality to be clear and concise about what can be delivered.

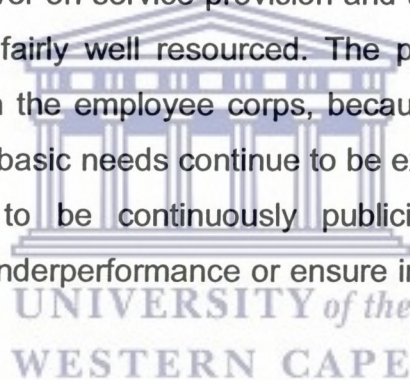
The Municipality should further revisit the prioritisation of resources to ensure that this is slanted towards the disadvantaged communities. Municipalities which are successful in delivering on their mandates to communities are better positioned to access funding from other levels of government.

6.3.3 Commitment

The commitment of individuals are always difficult to measure, though the Municipality could assist in this area by showing employees and stakeholders that it values the work and input of everyone. Commitment to a process always add value and this are many times done in cases where the Municipality would acknowledge, reciprocate or commit resources to a process In such instances the stakeholders would feel the Municipality is committed. Politicians should always be at the forefront of processes such as the IDP because stakeholders gauge their presence as a sign of their commitment. Their presence as policymakers is also an indication off and a measurement of the Municipality's commitment. Stakeholders from business, NGO's / CBO's and other interests have indicated their commitment to the process and offered their expert knowledge where and when needed. This is another pool which needs to be utilised by the Municipality.

6.3.4 Capacity

Although the migration to Stellenbosch puts a strain on the infrastructural, land availability and financial capacity of the Municipality the converse is also true that it can be utilised as a benefit by the Municipality. The migration brings a number of intellectuals and highly qualified individuals to come and reside within and around the precincts of the Stellenbosch Municipality. A number of these professionals are employed within the University, while others are in retirement or semi-retired. This is a major skill pool from which the municipality could draw expertise and experience to assist in much needed specialised services which are understaffed or have vacancies. The Municipality could further draw on these experts to assist incumbent officials with expert knowledge. Despite the increasing burden the Municipality faces it is still in a position to deliver on service provision and the capacity in terms of the human capacity are fairly well resourced. The political decisionmakers would do well to maintain the employee corps, because despite the political upheavals the delivery of basic needs continue to be executed. This aspect of service delivery needs to be continuously publicised and used as a benchmark to eradicate underperformance or ensure improvement of existing service delivery.



6.3.5 Clients and Coalitions

In order for the Municipality to ensure better participation from a cross spectrum of stakeholders the Municipality could interact more often before the start of a process in order to get a better understanding of what works best for different stakeholders. The Municipality could amongst others indicate the agenda which will be followed and also canvass beforehand the issues which are of concern to specific communities. This is particularly necessary as one concern during the interviews was that issues which were not experienced by certain communities were debated in undue length.

The Municipality could through further interaction with Clients determine the most appropriate times and venues for having plenary sessions. This will

ensure broader participation from a cross spectrum of communities and stakeholders. The Municipality should also relay the feedback of different sectoral meetings (business, environmental, social etc) in specific detail to stakeholders. This would alleviate the misunderstandings and miscommunications which are interpreted as favouritism of certain sectoral interests. The Municipality could further establish an information IDP desk whereby Clients could be kept updated on the process at regular intervals.

Regular interaction with different stakeholders would obviously eliminate such situations. These interactions could take the form of attendance by officials at sectoral meetings of specific interests, specific communications through newsletters, and electronic format to different interests, portfolio heads' interaction with their target groups, visits to specific interest groups, dedicated officials to interact and liaise with sector interest

6.3.6 Communication

The Municipality communicates with different stakeholders within and outside the Municipality. A great number of issues which were raised by Clients and Coalitions during the fieldwork and findings could be similarly addressed through a more comprehensive communications strategy. Such a strategy would need to be in clear and understandable language for the majority of the communities. Communications within the municipality needs to take into consideration the different language preferences of communities, level at which the presentations are pitched, the presence of interpreters to assist in demystifying presentations etc.

There needs to be an understanding by officials and politicians that the conventional approach to communication is not necessarily applicable to all stakeholders and will leave gaps within the Municipality's approach. There are a number of difficult to reach communities in the rural areas and an approach which include non conventional methods need to be taken into consideration. The Municipality could also consider an external or outside agency to conduct the communication strategy on its behalf. The rapid development of electronic

communication should be greatly utilised, though not exclusively as disadvantaged communities do not possess the infrastructure to communicate in this way. If the Municipality does not have the infrastructure to conduct a broad electronic communication system an outside agency would be ideal in this context. The Municipality would do well by adopting an approach which establishes a well resourced communication unit which will focus on a multi-pronged and multi faceted approach to communication. This should include internal and external communication, electronic media, print media, stakeholder identification and interaction, as well as other methods which have not been covered before. If the costs in establishing such a unit are too substantial then the Municipality should outsource this function and frame it within a specific cost of what the municipality can afford. The Municipality should then adopt a strategy to include only the most critical areas that the Municipality hopes to see realised.

6.4 AREAS FOR FURTHER RESEARCH

During the course of the study certain areas which were not covered under the scope of the research became apparent. These areas would be those which can be focused upon for future research and include the following:

- The impact and influence of the political changes within the decision-making sphere on service delivery
- The different management styles adopted by officials and the influence thereof on key deliverables
- The consequences of the absence of key decision-making officials on the delivery of services
- Addressing critical service delivery areas through the establishment of a cooperative working relationship between the Municipality and institutions such as the University of Stellenbosch and the resultant spin offs.
- Designing of a communication strategy to bridge the divide between the different communities within the municipal area.

These areas could assist the municipality to improve upon the implementation and delivery of services to communities. This would further enhance the obvious strides which the municipality has already made in the delivery of services and create a further opportunity to build upon this. The system of service delivery would also become more entrenched and the learning experiences would be of great benefit to other spheres of government and municipalities.

6.5 FINAL CONCLUSION

The different areas of the study have been addressed through the different chapters. In Chapter 2 the focus was on establishing the theoretical perspectives of planning. This was essential as it established a defined area of focus for the different theory which would be utilised in the study. Areas such as approaches to planning, context, characteristics, applications and types of planning were covered and allowed for the study to demarcate the theoretical context. Chapter 2 also focused on different models and this was particularly relevant as the 5-C Protocol plus Communication was the selected policy implementation model chosen to assess the implementation of the IDP in Stellenbosch Municipality. This part of the study was the basis from which the eventual research fieldwork and findings were framed from.

Chapter 3 focussed on the appropriateness of policy and legislation. This Chapter covered the legal framework according to which the IDP would be implemented. The major Act under discussion, the Municipal Systems Act No. 32 of 2000 and the one which covers the arena of the IDP was the key focus of the Chapter. The other key focus in Chapter 3 are the policy frameworks and included; policy and policy making process, stakeholders in policymaking and public participation. The legal framework allowed for a comparison of the implemented IDP in the Municipality against the background of the legislation and policy.

In Chapter 4, the focus of the study shifted to the Stellenbosch Municipality. The Chapter is important as it relates directly to the previous chapters. In this Chapter a detailed description of the Municipality's characteristics as well as the organisational structure were covered. The focus was to create a better understanding and also present a greater context of the Municipality under discussion. The critical focus in this Chapter (4) was also the application of the selected 5-C Protocol plus Communication. This was done to assess actual implementation of the IDP in the Municipality. The different variables plus communication of the 5-C Protocol was utilised and under each one it was determined how the Municipality covered the IDP. This exercise allowed the study to make an evaluation of how the actual practical implementation of the IDP in the Municipality measured against the theoretical platform and legal framework which were established in Chapters 2 and 3. Although the theoretical and legal platforms stipulated a specific framework the actual practical implementation sometimes dictated otherwise and this became clear in a number of instances in the study.

Chapter 5 was particularly significant as this Chapter addressed the fieldwork results and research findings. Chapter 4 could made the comparison of how the Municipality covered the theoretical and legal platforms, while Chapter 5 gave the actual experiences of the different stakeholders on how the implementation of the IDP was experienced by them. The research findings and fieldwork results in this Chapter (5) are conducted on the variables of the 5-C Protocol and Communication. The different perspectives from the stakeholders which were interviewed were given in this Chapter. This allowed for the opportunity to measure whether the findings were in congruence with the variables of the 5-C Protocol and Communication. The research and findings were particularly significant because this allowed the study to gauge the real context of what were implemented and how the stakeholders experienced the implementation.

Chapter 6 gives the conclusions and recommendations on how the Municipality can proceed in ensuring that the implementation of the IDP is successfully implemented and that the process is accepted by the majority of

the stakeholders and communities. These recommendations are based on the findings of Chapter 5. The feedback in this Chapter (6) is particularly relevant as this will give the Municipality the opportunity to address the findings in such a way that it will eliminate a number of the areas of failure in the follow up cycle of the IDP and which are within the capacity of the Municipality.



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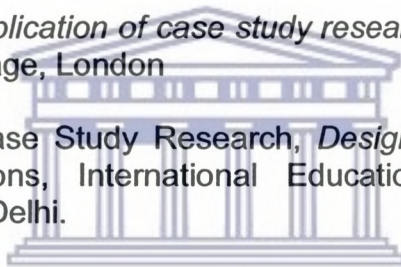
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8. APPENDICES

APPENDIX A

QUESTIONNAIRE FOR CONDUCTING INTERVIEWS

INTRODUCTION

The questionnaire has been drafted to assist in securing the points of view of the different stakeholders in order to make an assessment of how the IDP was implemented and the effect that this had on their daily lives. The views which have been elicited in this way will be used to draw findings and also to use this as a basis for making recommendations on how the IDP can be implemented more effectively.

QUESTIONNAIRE

Sedick Crombie

Email: sadiquec@telkomsa.net cell: 083 234 6056

Student Number: 770 1201



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Dear Participant

I am a master's student (part time) in Public Administration at the School of Government, University of the Western Cape and have chosen the following as my thesis;

Topic: Assessment of the implementation of the Integrated Development Plan in the Stellenbosch municipality

I have also been involved as a consultant for the municipality during the initial phase of the drafting of the IDP where I facilitated a number of plenaries and sectoral meetings. I would greatly appreciate it if you could afford me some of

your valuable time in completing the questionnaire. Please be assured that the information received will not be ascribed to any individual, but solely as a general response by everyone (18 questionnaires). Your response/s will be treated with the utmost confidentiality.

It would be appreciated if you could please use separate paper to list your responses / or send via email.

I thank you in anticipation of your positive response

QUESTIONNAIRE:

- 1). Do you think the process of implementation of the IDP in Stellenbosch can be described as having had notable successes or not? Please describe.
- 2). What would you describe as some of the achievements the municipality reached in the implementation of the IDP? Please list and give examples.
- 3). Do you think that all the stakeholder groups and individuals have been part of the IDP process and gave input? If not, what were the inhibitive factors?
- 4). Does the municipality have the capacity in terms of human resources, financial and other to ensure the successful implementation of the IDP?
- 5). How does the municipality measure its progress in respect of the implementation of the IDP? Do you know of any IDP projects and programmes. Please furnish examples.
- 6). Are there any monitoring and evaluation measures that the municipality adopted to ensure the IDP is implemented? Please list them.

- 7). Have processes such as transformation and restructuring had any notable influence or any bearing on the implementation of the IDP? Please elaborate.
- 8). Have the changes in political power influenced on the implementation of the IDP? Are there any other influences that could have played a role in the implementation of the IDP? Please state whether these have been positive or negative contributions.
- 9). Has the University of Stellenbosch (US) played any significant role in the whole process? Are there any other organisations you would like to mention in this regard?
- 10). Do you think that there was a marked improvement in service delivery since the implementation of the IDP? Please give examples. If not, why not?
- 11). Are there continued interaction with stakeholders around the progress of the IDP and how is this done? Would you be able to make any suggestions of how this could be improved upon.
- 12). How would you describe the approach to implementation of the IDP in the municipality as top down (instructions from above) or bottoms up (taking into account feedback from roleplayers)? Why? Are there any other approaches you can think of that might have been adopted?
- 13). Were there any learning experiences you would identify with the implementation of the IDP? Please list some.

NOTE: Please also fill in the following as this will be part of the references / bibliography and not be used to identify any individual in the responses to the questions.

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Name:

Position:

Organisation:

I wish to take the opportunity in thanking you for the time and effort you have allocated in answering this questionnaire.

My sincere thanks

Sedick Crombie

4 Nolte Street
Strand
7140
Cell: 083 234 6056



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APPENDIX B

SWOT ANALYSIS

| STRENGTHS | DESCRIPTION | RECOMMENDATIONS |
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| <p>Natural beauty of the area</p> | <p>The municipality lies in an area of great natural beauty, with giant oak tree lined streets, rolling mountains, rows of vineyards dotting the landscape – all of which create an ambience of calmness and an aura which is unparalleled and not easily found anywhere in South Africa.</p> | <p>The opportunities presented by this need to be channelled to all sectors of society.</p> |
| <p>Aesthetic beauty and architectural heritage</p> | <p>The towns' aesthetic beauty and architectural heritage, with its Cape Dutch gabled buildings, depicting a particular time period in South Africa's history, is of such majestic splendour that it attracts people from across the globe to Stellenbosch in wondrous amazement.</p> | <p>These advantages would enhance the area of tourism tremendously and this could be utilised to uplift disadvantaged communities.</p> |
| <p>Presence of institutions of learning</p> | <p>The number of institutions of learning within the boundaries of the municipality; the University of Stellenbosch, Boland Technical</p> | <p>The municipality needs to affirm a closer working relationship with the</p> |

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| | <p>College - Stellenbosch campus, the number of prestigious schools, is a rich resource of knowledge within the town's context and a major contributory factor to the high literacy rate.</p> | <p>educational institutions in its midst.</p> |
| <p>Skilled Employees</p> | <p>The quality of the personnel in the municipality's employ is some of the keenest and technically skilled within their department.</p> | <p>The critical importance of staff to ensure service delivery should not be lost on the politicians</p> |
| <p>Kudos for the IDP process</p> | <p>The IDP process conducted within the municipality has been acclaimed for the strides and foresight that have been made. While the majority of municipalities have had difficulty with their processes, Stellenbosch has made steady progress, which was also noted and commended by former-president, Thabo Mbeki.</p> | <p>Greater efforts should be made to publicise the gains made in the IDP process and all the positive spin offs which came with it.</p> |
| <p>Service delivery</p> | <p>Service delivery has been achieved at different levels and although it has been influenced by political instability and insufficient capital, it has nevertheless been partially achieved despite these negating influences.</p> | <p>It should be noted that, despite some inadequacies, service delivery is still forthcoming in the municipality, although somewhat strongly based on pre democracy delivery inclusion / exclusion.</p> |

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| <p>Monitoring mechanisms - Service Delivery and Budget Implementation Plan (SDBIP) and Performance Management system</p> | <p>The existence of the SDBIP will ensure that projects which have been implemented are monitored and evaluated. It assures that money has been spent on the cost item which was budgeted for. The PMS is a tool to ensure that service delivery is further enhanced.</p> | <p>Successfully implemented IDP projects should however be highlighted. The successes of this monitoring mechanism give the confidence to all levels of government that allocated funding has been spent appropriately and the confidence for future allocations is enhanced.</p> |
| <p>WEAKNESSES Uncontrolled development</p> | <p>DESCRIPTION There is a fear that the increasing turnover of suitably qualified personnel resulting from political change of power could lead to the approval of uncontrolled developments in agriculturally and environmentally sensitive areas, having the effect of turning fertile farms into private housing and golfing estates.</p> | <p>RECOMMENDATIONS There should be closer cooperation between different departments within the municipality and other spheres of government of what sustainable development would mean for Stellenbosch.</p> |

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| <p>Lack of inter community cooperation and racial make up of organisations.</p> | <p>The make up of basically all organisations, from ratepayers, interest groups, civic bodies, organised business and industry and civil society are unfortunately still steeped and based on racial formations. It further leads to such bodies solely agitating for the interests of 'their' areas to the detriment of other more disadvantaged communities and deserving causes. This has the effect of entrenching racial polarisation and does not create the climate for effective and efficient service delivery.</p> | <p>Transition towards more interracial membership of organisations needs to occur. Racially exclusivity should be eliminated and organisations should become more racially integrated. Such polarisation is not conducive for effective service delivery.</p> |
| <p>Political alignments according to racial make up divides community into 'Us' and 'Them'.</p> | <p>It is most unfortunate that the continued political musical chairs which play itself out within the municipality have a direct and detrimental effect on the area of service delivery. (Any good politician will explain this away as the inner workings of democracy). The political coalition which is in power will necessarily look after the constituencies which brought it into power, leading to neglect of those not perceived as having supported the incumbent order. This, often racially-based alignment is not conducive for development.</p> | <p>This is more indicative of the broader South African society where political affiliation is still very much racially slanted. Stellenbosch could possibly, as part of its vision, strive towards a racially inclusive party political order.</p> |
| <p>Disparity between</p> | <p>The disparity in knowledge of what can be achieved through the</p> | <p>It should be one of the</p> |

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| <p>capacity and knowledge in different communities within Stellenbosch.</p> | <p>IDP process, amongst the different communities within the municipality, is stark. Those who understand the process and are more knowledgeable are in a better position to exert their influence on the process in a more pronounced way.</p> | <p>municipality's prerogatives to redress this legacy of imbalances within the different communities and invest more resources in this area.</p> |
| <p>OPPORTUNITIES</p> <p>Communication</p> | <p>DESCRIPTION</p> <p>There are a number of inhibiting factors which impact on the way communication is conducted with different communities. The opportunity does exist to utilise the communication network to publicise more broadly the successes and deliverables which the IDP process has realised. There is a profound lack of information about the different aspects of the IDP amongst most sectors of the Stellenbosch community. A great number of sectoral groups indicated that they were never informed of meetings. Maybe the opportunity to make use of non- conventional means of communicating with difficult to reach communities needs to be investigated.</p> | <p>RECOMMENDATIONS</p> <p>It needs to be understood that not all traditional mechanisms of communicating with different communities will have the same results. There needs to be the adoption of a multi disciplinary approach.</p> |

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| <p>Presence of the University of Stellenbosch and other institutions of learning</p> <p>Natural environment</p> | <p>The municipality should harness the optimum benefits it can draw from the different educational and training institutions within its midst and especially that of the University. It could mean that municipal staff / employees could liaise and utilise the expert knowledge available within the University to enhance the IDP process. This would be in the areas of engineering, planning, environmental science, community participation etc.</p> <p>The obvious natural surrounds of the area lends itself to major opportunities for tourism and other initiatives which can enhance the position of those from the disadvantaged communities, ensuring projects in this sector are prominently positioned within the IDP process.</p> | <p>It is envisaged that a closer working and cooperative relationship should be struck between the University and municipality. The benefits to both parties, as well as to the community, would be immeasurable.</p> <p>A low capital investment would be needed to grow the natural environment although the advantages for job creation and Local Economic Development (LED) could be immense</p> |
| <p>THREATS</p> <p>Political Instability</p> | <p>DESCRIPTION</p> <p>The political change is one of the greatest factors which impact negatively on service delivery. Employees experience a sense of</p> | <p>RECOMMENDATIONS</p> <p>Although the political change in power is a natural outflow of a</p> |

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| <p>insecurity with each new change of the guard and feel the strain when they have to explain the continuance of projects which emanated under a previous order. An atmosphere of initial distrust usually pervades the administration whenever each new political order takes over the reins within the municipality and this is not conducive to effective and efficient service delivery.</p> | <p>robust democracy, it needs to be done against the background of continued delivery of services. At no stage, in any political transition, should it impede on the smooth functioning of the municipality's mandates.</p> |
| <p>Urban Sprawl</p> | <p>The area under the jurisdiction of the municipality is, in the largest part, well-cultivated agricultural land. Stellenbosch is also internationally renowned and a sought after area to live in. The infrastructure and services are well established, while educational facilities are well renowned and certain corporates have their head offices in the region. All this inevitably leads to large numbers of people migrating to the municipality with the result that more living space is needed. The effect of more and more people settling in the area means more land is needed for housing with the result that valuable agricultural land is being taken up, leading to what is called urban sprawl. It also puts more strain on the municipal resources; sewerage system, water</p> |
| <p>www.uctd.uwc.ac.za</p> | <p>This is indeed a tightrope for the municipality as more development means more rates and taxes. It should however be noted that within the context of sustainable development, it should not be done to the detriment of the environment. . The rezoning of agricultural land must ensure in-depth public participation processes in order to scupper any unsightly developments.</p> |

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| <p>supply, roads and infrastructure network etc. This leads to resources becoming over-utilised and could take much needed resources away from more deserving areas.</p> | <p>It needs to be understood that competent and experienced staff would be beneficial to whoever is running the municipality.</p> |
| <p>Loss of experienced staff</p> | <p>The strain which staff experiences under each new order often becomes too unbearable resulting in competent staff leaving the employ of the municipality. The lack of experienced personnel in key areas has the result of retarding service delivery.</p> |
| <p>Perceptions on Transformation and restructuring</p> | <p>There is a notable misperception of what transformation and restructuring entails, by staff as well as political portfolio heads. The varied perceptions and interpretations of what transformation and restructuring entailed led to dissatisfaction and loss of employee morale. The application of the processes further</p> |
| <p>www.etd.uwc.ac.za</p> | <p>A process where both parties work in tandem around both areas would definitely be more conducive and minimise a lot of uncertainty within the ranks of staff. This uncertainty and lack of a sense of job-security is one of the most demotivating and morale shattering issues if not applied appropriately.</p> |
| <p></p> | <p>Platforms which include all roleplayers, politicians, unions, human resources etc should be a key priority for the municipality. This would allow the municipality to</p> |

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| <p>meet its transformation targets and be in line with National guidelines on transformation, while still meeting its service delivery and development goals</p> | <p>resulted in a number of critical employees being marginalised, in effect retarding service delivery. There was no congruence in the understanding amongst political office bearers and portfolio heads of what was needed for the benefit of communities against what was dictated to by the political agenda.</p> | |
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